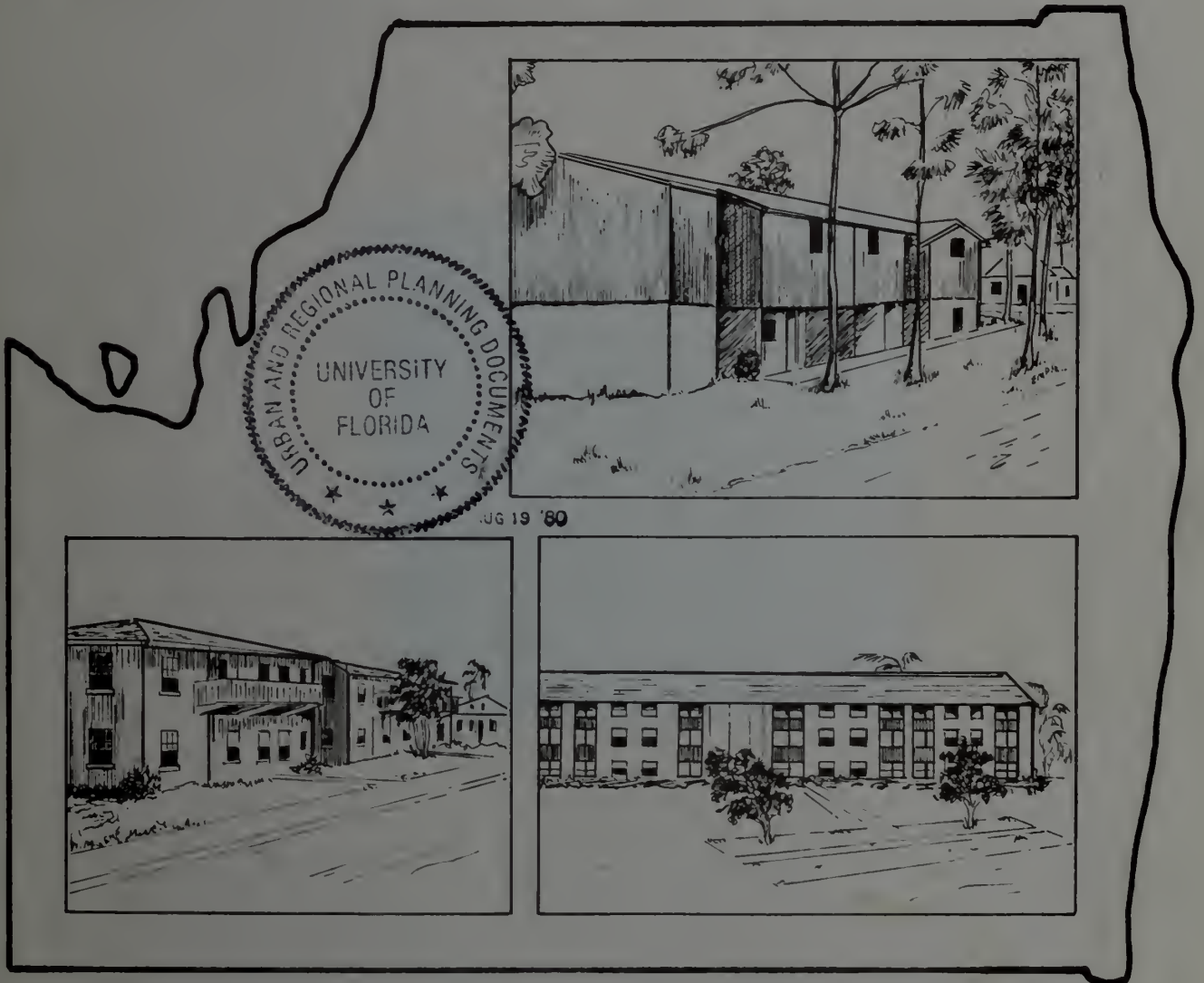


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ALTERNATIVE STRATEGIES IN THE DELIVERY OF PUBLIC HOUSING



1980



**AREA PLANNING BOARD
OF PALM BEACH COUNTY**

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OF PUBLIC HOUSING

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Area Planning Board of Palm Beach County

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CHAPTER I

INTRODUCTION

Subsidized housing has been a part of the governmental and societal framework of Palm Beach County for forty-two (42) years. The first housing authority within Palm Beach County was created in 1938, and since then seven (7) additional housing authorities have been created. The structural framework under which these authorities operate is such that each is an independent and autonomous entity within its respective jurisdiction. This structural design suggests that housing problems have jurisdictional boundaries. In seeking to solve its own problems, each community does not necessarily contribute to the interest of the larger metropolitan area. Recently, there has been a growing awareness that many problems (including housing problems) must be dealt with on a multi-jurisdictional basis, since these problems transcend jurisdictional boundaries.

The federal government's recognition of the multi-jurisdictional nature of housing and related issues found firm expression in the Housing and Community Development Act of 1974 and in its 1977 amendments. The 1974 Act provided a comprehensive approach to community needs and objectives. Although housing was its focal point, emphasis was extended to encompass the total community environment (i.e., streets, drainage, water and sewer, sidewalks, parks, recreational facilities, etc.). The Act mandated an areawide approach to these concerns and provided for automatic grant entitlements to metropolitan cities (over 50,000 population) and urban counties.⁽¹⁾

In addition to the implementation of housing and related developments, provision was also made for comprehensive planning. The 1974 Act amended the Comprehensive Planning Assistance Program which was initiated by Section 701 of the Housing Act of 1954. A chief amendment to the Act specified that all recipients of comprehensive planning assistance would be required to carry out an on-going planning process, including a comprehensive plan designed to include a housing element.⁽²⁾

The comprehensive planning amendment had an impact on the comprehensive planning requirements in Florida. The state passed 1974 Special Comprehensive Planning Legislation for Palm Beach County, and in 1975, the Florida Local Government Comprehensive Planning Act was enacted. The 1974 legislation, which affected Palm Beach County only, amended the enabling legislation of the Area Planning Board (APB) of Palm Beach County, and mandated all municipalities and the unincorporated county to prepare and adopt comprehensive plans designed to include a housing element. The 1975 legislation mandated similar requirements throughout the state.

The APB subsequently took the available local government comprehensive plans and developed an areawide plan. This accomplishment was reflected in the 1977 Regional Comprehensive Development Plan (RCDP) for Palm Beach County (which is currently being updated). The RCDP contains a Residential Development element which addresses the broader concern of the availability of a quality residential environment for all segments of the population, along with the character and quality of housing.⁽³⁾

The comprehensive planning amendment in the Housing and Community Development Act of 1974 also provided a channel for the pursuit of a specific objective of the Act: "the reduction of the isolation of income groups within communities and geographical areas and the promotion of an increase in the diversity and vitality of neighborhoods through the spatial deconcentration of housing opportunities..."⁽⁴⁾

In order to realize this objective, HUD has been encouraging, since 1977, the development of Areawide Housing Opportunity Plans (AHOPs). The AHOP is defined as:

"...a strategy for a program of implementation activities developed by an areawide planning organization which addresses areawide housing assistance needs and goals in accordance with the program objective of providing for a broader geographical choice of housing opportunities for lower-income households outside areas and jurisdictions containing undue concentrations of low-income and minority households."⁽⁵⁾

As a planning program designed for areawide application, the AHOP recognizes that housing assistance needs and objectives cannot be adequately addressed at the local level. The AHOP provides an opportunity for local governments within a metropolitan or regional setting to assist in the alleviation of areawide housing problems through cooperation and participation.

An AHOP has been developed for Palm Beach County and was the first locally supported plan in Florida to be submitted to HUD. The AHOP, as of the writing of this report, has been adopted by 32 of the 38 jurisdictions located within Palm Beach County. While the Residential Development element of the RCDP is intended as a guide to local decision making, and is therefore broad and general in nature, the AHOP provides a more detailed and specific approach to housing assistance needs.⁽⁶⁾ Some local governments, in order to realize their low-income housing objectives, have chosen to rely solely on their local housing authority, while other local governments, recognizing that low and moderate income housing is an areawide issue, have joined together in endorsing an AHOP for Palm Beach County.

Essentially, it is clear that both the federal government and the State of Florida have recognized the areawide nature of housing needs and objectives and have taken definitive steps to address housing as an areawide issue. In Palm Beach County, a formal mechanism has yet to be established or recognized for the purpose of addressing public housing as an areawide issue. The purpose of this study is to explore the extent to which such a mechanism might represent a viable alternative to the present approach wherein all housing authorities operate autonomously, and as such address public housing as a local issue. More specifically, this study is interested in exploring the extent to which an areawide mechanism would encourage economies or diseconomies of scale relative to overall administrative costs (e.g., staff salaries, the provision of tenant services, and the maintenance of public housing projects) and program subsidies to tenants. This study

equally examines the capacity of an areawide mechanism to facilitate a broader geographical choice of housing opportunities for lower-income households, especially outside of areas presently containing undue concentrations of lower-income households. It is the underlying assumption of this report that the extent to which public housing is treated as an areawide issue is directly related to the availability of quality housing for public housing tenants in Palm Beach County. It is also assumed that the adequacy of the services to these low-income families is also affected by the treatment of public housing as an areawide issue.

With public housing as its central focus, this study initially provides a historical view of the subject, highlighting the major issues and events in the development of a federal public housing program. Subsequently, the origin and development of local housing authorities is presented. After these preliminary considerations, an organizational profile of each housing authority in the County is presented, including an analysis of each agency based on the information presented in the profile. This background material provides the basis for discussing the structural adequacy of the present approach as it addresses public housing as a local issue. Finally, alternative models for the delivery of public housing from an areawide perspective are presented, in addition to a recommendation on the most suitable model for Palm Beach County.

FOOTNOTES

1. A metropolitan city is a local government containing 50,000 population or more within a Standard Metropolitan Statistical Area (SMSA). An urban county is a county with powers to perform essential housing and community development functions, with a population (exclusive of metropolitan cities) of 200,000; composed of: a) unincorporated areas, b) communities with the authority to undertake community development activities and that do not desire to be excluded from the county's eligibility, and c) communities entering into cooperation agreements with the county. See, Edward Silverman, "Community Development - Title I of the Housing and Community Development Act of 1974," Journal of Housing (August 1974), p. 350.
2. Ibid., p.359.
3. Area Planning Board of Palm Beach County, Regional Comprehensive Development Plan for Palm Beach County, 1977, p. 7.7
4. Silverman, "Community Development", p. 358.
5. U. S. Department of Housing and Urban Development, Federal Register, "Areawide Housing Opportunity Plans," Part IV, (Washington, D.C.: Government Printing Office (GPO), Monday, January 16, 1978), p.2356.
6. Area Planning Board of Palm Beach County, Areawide Housing Opportunity Plan, 1979, p.iii.

CHAPTER II

THE DEVELOPMENT OF PUBLIC HOUSING

This chapter highlights the major issues and events in the development of a federal public housing program. The review presented herein is largely descriptive and is not intended to be analytical. At the national level, attention is given to conditions prior to the Depression, the impact of the National Industrial Recovery Act of 1933, the origin of the United States Housing Act of 1937, and major trends in the evolution of housing legislation relative to the public housing program. The significance of this chapter is chiefly the establishment of a historical perspective on public housing at the federal level.

Development of a Federal Public Housing Program

In the early 1900s, local governments had almost exclusive control over all matters relating to housing.⁽¹⁾ The absence of federal involvement was a reflection of the prevailing attitudes of both state and local governments toward federal involvement.

During this period, federal involvement (especially financial) was neither expected nor its need recognized.⁽²⁾ Housing was largely considered a private matter, with little public awareness of the unsafe and unsanitary housing conditions that existed in many cities. Consequently, little was done by state and local governments during this period to arrest the proliferation of slum conditions.

The relationship among federal, state, and local governments changed substantially with the onset of the Depression. Amid national economic devastation, state and local governments, out of necessity, conceded to the need for substantial increases in federal aid in order to increase employment and stimulate the economy.⁽³⁾ With the federal government's response, centralization occurred within the American federal system. The center of power moved from the state and local levels to the federal level of government.

To revive a slumbering national economy, President Roosevelt's "New Deal" administration recognized the strategic significance of the construction industry. Realizing that the construction industry was dependent upon a myriad of other industries for a variety of materials, the Roosevelt administration focused substantial energies on the revival of residential construction through the stimulation of public works.⁽⁴⁾ This strategy was developed within the various provisions of the National Industrial Recovery Act of 1933. Public housing received its greatest initial boost under this Act. Thus, it was not until the Depression that any significant attention was given to the pervasive problem of providing adequate housing for low-income families.

Title II of the National Industrial Recovery Act mandated the creation of a Federal Emergency Administration of Public Works. Pursuant to a principal provision of the Act, the Public Works Administration (PWA) was responsible for preparing a comprehensive program designed to stimulate employment and purchasing power through the construction of various public projects. More specifically, this was to include the "construction, reconstruction, alteration, or repair under public regulation (and the) control of low-cost housing and slum clearance projects."⁽⁵⁾ In order to realize these objectives, the PWA's organizational structure included a Housing Division. The implementation of work relief activities designed to create employment opportunities through the construction of low-rent housing projects was the Housing Division's principal function. The Housing Division was also expected to "demonstrate the possibilities of slum clearance and low-rent housing."⁽⁶⁾ This function constituted an experimental aspect of the program.

Initially, the Housing Division operated under a system which called for the solicitation of applications from authorized, locally owned, limited-dividend corporations.⁽⁷⁾ From the local perspective, this approach, among other things, had the appeal of decentralization. However, this concept was soon abandoned in lieu of a centralized approach wherein the Housing Division would perform both construction and management functions. PWA officials explained that experience had indicated that local agencies were rarely able to provide the equity required or to promote the types of projects that would further the interest of the recovery effort (out of 500 applications, only seven met the criteria for approval).⁽⁸⁾

A major hurdle faced by this centralized administration concerned the problem of acquiring project sites through the use of eminent domain. In 1935, the Housing Division lost a significant legal action over a proposed project in Louisville, Kentucky.⁽⁹⁾ This court decision had the effect of strengthening local opposition to the program's centralized structure. The Housing Division responded by reorganizing to increase state and local government participation through decentralization. The states were required to develop enabling legislation authorizing local governments to create local housing authorities. These housing authorities would develop, own, and operate low-rent housing projects.⁽¹⁰⁾ Through this action, the concept of the authority, as a corporate form, was introduced into the area of housing.⁽¹¹⁾

Between 1935 and 1936, the slum clearance and low-rent housing experiment was reviewed and evaluated. The program had faced tremendous obstacles, largely due to its unprecedented nature. Other problems arose due to the program's dual and conflicting tasks of stimulating both economic and social progress. From the economic standpoint, the desperate need to increase employment dictated haste in housing construction. From the standpoint of social progress, however, the experimental aspect of the program (i.e., "to demonstrate the possibilities of slum clearance and low-rent housing") demanded careful study and deliberation.⁽¹²⁾ But in spite of the program's many faults and failures, including a total of four (4) directors in less than four (4) years, a noticeable measure of success was achieved. The PWA program had demonstrated the practicability of low-rent housing. It demonstrated that slums could be efficiently cleared, and that rehoused families could live decently, pay their rents, and develop sound community life.⁽¹³⁾ The program also had supplied the initial laboratory for

planning and had provided the impetus for a decentralized administration in all subsequent programs. On the whole, the success of the slum clearance and low-rent housing program symbolized the initiation of a public housing movement.⁽¹⁴⁾

The United States Housing Act of 1937

The greatest testimonial to the success of the PWA program was the passage of the United States Housing Act of 1937 and the creation of the United States Housing Authority. This Act was primarily an extension of the "New Deal" strategy to relieve unemployment and stimulate the economy through increased construction. At the same time, it also symbolized the federal government's acceptance of the responsibility to provide decent, safe, and sanitary housing for low-income families and the elimination of slum conditions.⁽¹⁵⁾ This Act, in turn, symbolized an official recognition by the federal government of the housing needs and problems of low-income families in America.

The Housing Act of 1937 was the product of a bill introduced in the Senate and a companion bill introduced in the House of Representatives. After an intense Congressional Conference Committee debate, the substance of the combined legislative viewpoint was that the primary purpose of the program was slum clearance not the construction of public housing. The program was also intended to stimulate employment. A corollary function was the extension of public aid through slum clearance and the construction of public housing. The legislature envisioned the transfunction of public housing from an emergency program into one of semi-permanence. The United States Housing Authority was given a 3-year trial run which was subject to Congressional review.⁽¹⁶⁾

The achievement of the goals within the Housing Act of 1937 was dependent upon the administrative success of the new United States Housing Authority. The Act contained the following statement of policy to be administered by this agency:

"(It is) the policy of the United States to promote the general welfare of the nation by employing its funds and credit, as provided in this Act, to assist the several states and their political subdivisions to alleviate present and recurring unemployment and to remedy the unsafe and unsanitary housing conditions and the acute shortage of decent, safe, and sanitary dwellings for families of low-income, in rural or urban communities, that are injurious to the health, safety, and morals of the citizens of the nation."⁽¹⁷⁾

Thus, the federal public housing program became operational.

This program consisted of a partnership between the United States Housing Authority and various local housing authorities. The housing built as a result of this partnership was known as "conventional" public housing, (i.e., rental property) for which public authority served as both developer and landlord. Public housing is "conventional" if an agency of government purchases and clears the site, contracts for design and construction of the housing, and manages the

completed structure.⁽¹⁸⁾ Financial assistance for the construction of public housing was made available to local housing authorities in the form of loans, capital grants, and annual contributions. With loans and grants seldom being made, financial assistance was almost always through annual contributions. The annual contribution contract consisted of a contractual guarantee on the part of the federal government to make a payment each year equal to the cost of debt service on the bonds issued by the local housing authority which financed construction of its housing projects. In effect, the federal government undertook to pay off the capital costs of public housing.⁽¹⁹⁾

The United States Housing Act of 1937 provided the base for several subsequent acts which have perpetuated Congressional intent in this area of social policy. Therefore, this Act stands as a legislative milestone.

The Evolution of Public Housing Legislation in the 1940s and 1950s

Since the birth of the public housing program, through the enactment of the Housing Act of 1937, its life and development have been impacted by several significant trends. These trends, which have been largely positive, are directly attributable to the evolution of housing legislation relative to the public housing program.

Between 1937 and 1949, a major trend continued wherein the development of a public housing program was still seemingly attached to major national emergencies rather than the housing problem itself. During this period, two Congressional acts perpetuated this trend; the Housing Act of 1938 and the Lanham Act of 1940. Under the Housing Act of 1938, the situation was the same as it had been in 1933 when the federal government initially became involved with low-rent housing, and in 1937 when the public housing program was born. The social significance of public housing was again subordinated by economic problems. In the wake of a sharp downturn in economic activity, the Housing Act of 1938 was largely recognized for its injection of an additional \$300 million into the economy.⁽²⁰⁾ Although largely incidental, this action did have the impact of furthering the life and development of the public housing program. As a national priority, the Lanham Act of 1940 provided for the construction of housing for defense workers utilizing the existing public housing mechanism. The war housing project subordinated all peacetime public housing construction until 1945. During its implementation, over \$2 billion were spent.⁽²¹⁾ While the Lanham Act's impact was positive, the trend was still being perpetuated wherein the development of the public housing program was attached to a national emergency rather than the housing problem itself.

In the wake of a tremendous postwar housing need, perhaps the most significant trend in the development of the public housing program was crystallized by the Housing Act of 1949. As a landmark in the evolution of housing policy, the Housing Act of 1949 established a trend wherein the social significance of the public housing program would permanently be its dominant virtue. A program that had been "born of depression times and nursed from infancy by various emergencies..." had finally come into its own.⁽²²⁾

For the first time in the history of housing legislation, broad support came from Congress, the major political parties, and the general public. The strength of these combined forces was reflected in Section 2 of the Act which states:

"The Congress hereby declares that the general welfare and security of the Nation and the health and living standards of its people require housing production and related community development sufficient to remedy the serious housing shortage, through the clearance of slums and blighted areas, and the realization as soon as feasible of the goal of a decent home and a suitable living environment for every American family, thus contributing to the development and redevelopment of communities and to the advancement of the growth, wealth and security of the Nation." (23) (Emphasis added)

This Congressional declaration was of major significance to the public housing program. It symbolized a genuine recognition of the housing problem, and placed it near the top of the list of national public policy priorities. This declaration also symbolized an expansion of the Congressional interpretation of the housing problem. No longer was the goal simply a matter of decent housing but a "suitable living environment" as well. This implied a concern for the larger matter of community development and redevelopment.

In support of its housing pledge, Congress authorized the annual construction of 135,000 units of public housing for six (6) years for a total of 810,000 units. These, plus the 160,000 to 170,000 units of public housing which were already under management, indicated that the Congress had a goal of one million units by mid-1955. (24)

As housing legislation continued to evolve, the Housing Act of 1954 proved to be highly significant to the housing cause in general. Government "private-use" housing programs, such as the Federal Housing Administration, were streamlined. (25) However, with respect to the public housing program, the impact of the Housing Act of 1954 only served to perpetuate what appeared to be an attempt to terminate the program despite the grandiose pledge of the Housing Act of 1949. As a result of two situations, the period between 1950 and 1953 was marked by a continuing cutback in public housing construction. The first situation involved materials restrictions due to the advent of the Korean War. The second situation involved a continuing effort by the House of Representatives to restrict the expansion of the public housing program. The Independent Office Appropriations Act of 1954, which regarded the public housing program as non-essential, was strongly supported by the House of Representatives. A cutback in public housing construction was perpetuated by the Housing Act of 1954. Even though the 1954 Act authorized 35,000 additional units, it contained several restricting measures which made the allocation of units for construction virtually impossible.

The number of new starts was slowed down to 16,000 in 1954, and to approximately 9,000 and 5,000, respectively, in 1955 and 1956. (26) It took seven (7) years, from 1955 to 1961, to achieve a total of 118,000 completed units compared to the yearly goal of 135,000 units under the Housing Act of 1949.

The 1960s and 1970s: Public Housing Legislation Reborn

The early 1960s was the beginning of a trend to diminish a growing stigma attached to concentrations of public housing. The new idea involved a shift away from conventional public housing placing the ownership and operation of assisted housing in the hands of private individuals and groups.⁽²⁷⁾ This idea marked the introduction of private developers as participants in the public housing program. This was clearly expressed in the Housing Act of 1965.

The Housing Act of 1965 introduced the Section 23 leasing operation.⁽²⁸⁾ Under this program, local housing authorities were permitted to lease private units, which in turn, were sublet to public housing tenants.⁽²⁹⁾ These leases were allowed to involve existing as well as newly constructed units.

As the evolution of housing legislation continued, it is noteworthy to address the significance of the Department of Housing and Urban Development Act which was passed on September 9, 1965. This Act created the Department of Housing and Urban Development (HUD) with the following basic goals:

1. Revitalization of urban areas
2. Shelter for all Americans
3. Fair housing opportunities
4. Increasing the capacity of communities and neighborhoods to achieve revitalization.⁽³⁰⁾

In addition to HUD's creation, it is equally significant that the administration of national housing policy was elevated to Cabinet level importance. This event stands as a testimonial to the priority of the housing needs of the nation.

Perpetrating the trend initiated in 1965, HUD introduced, in 1967, as an administrative procedure, the "Turnkey Method." This program authorized a local housing authority to enter into a contract with a private developer, wherein the developer would build a project according to the specifications of the local housing authority and then sell the project to the authority upon completion.⁽³¹⁾

Prior to these two (2) developments, the local housing authority participated in all phases of the development, construction, and management of public housing. With the onset of these programs, housing authorities began to move away from their traditional roles to assume new roles as the "lessor and lessee" and "developer/sponsor and purchaser."⁽³²⁾

The next major trend in the development of the public housing program was derived from the Housing and Urban Development Act of 1969, Section 213(a), known as the Brooke Amendment. The Brooke Amendment of 1969 (and the Amendments of 1970 and 1971) had three (3) purposes:

- 1) To place an upper limit of 25 percent on the proportion of family income that could be charged for rent and offset resultant revenue losses to the housing authority;
- 2) To provide the housing authority with the operating and maintenance subsidies needed on a permanent basis; and
- 3) To supply housing authorities which were already in serious financial trouble with additional reserve funds.(33)

This legislation evidenced a movement away from the structural and basic philosophical concerns of the program to a more direct alignment with the basic concerns of the public housing tenant.

The Brooke Amendments had their most profound effects in preserving the low-income character of the public housing program and in financially supporting the goal of decent housing for low-income families. Consequently, the Brooke Amendments were responsible for multiplying the federal government's operating subsidy payments ninefold, from \$31 million in fiscal year 1970 to \$280 million in fiscal year 1973.(34)

The Housing and Community Development Act of 1974 had as its primary objective "the development of viable urban communities, to be achieved by providing decent housing and a suitable living environment and by expanding economic opportunities, principally for persons of low and moderate income."(35) The community development theme of this Act resulted from a consolidation of the following categorical programs into a new block grant approach:

- Model Cities
- Urban Renewal (including Neighborhood Development Programs)
- Rehabilitation Loans
- Water and Sewer
- Open Space Land
- Public Facility Loans
- Neighborhood Facilities

The adoption of the Housing and Community Development Act of 1974 provided for the Section 8 Housing Assistance Payment Program. Section 8 essentially provides rent subsidies for lower-income families, making decent housing in the private market affordable to them. HUD makes up the difference between what a lower-income household can afford and the fair market rent for the housing unit. Tenants are not required to pay more than 25 percent of adjusted income toward rent. Section 8 rental assistance may be used in existing housing, new construction or the substantial rehabilitation of units.(36)

Two additional trends in recent years are directly related to the growing popularity of the Section 8 Housing Assistance Payment Program. The Section 8 Program is currently the most popular public housing assistance program. Being similar to Section 23, but replacing it, Section 8 symbolizes a perpetuation of an earlier trend involving a partnership between local authorities and private owners and developers, and thus, the de-emphasis of conventional public housing. The popularity of the Section 8 Program also symbolizes the growth of a new and larger trend which encourages housing mobility and the deconcentration of low-income households. This trend is currently being perpetuated by the HUD Areawide Housing Opportunity Plan discussed in Chapter I.

The Act of 1974 realized the community development concept which first appeared in the Congressional declaration embodied in the Housing Act of 1949. The Housing and Community Development Act of 1974 essentially provided a comprehensive approach to community needs and objectives with housing as the focal point. This Act has been superseded by the Housing and Community Development Act of 1977.

Another trend of significance is directly related to a change in the traditional structure of the public housing program. The Housing Act of 1937 provided for "Public Housing Agency" (PHA), including a county or municipality, which could receive federal funds to operate low-rent housing and clear slums.⁽³⁷⁾ Traditionally, public housing programs at the local level, have been developed and operated almost exclusively by the local housing authority (no doubt because this mechanism was in place prior to the Housing Act of 1937). With respect to the Section 8 Program, the door was opened for the possible passing of this tradition since the definition of a PHA was expanded. HUD regulations for the Section 8 Program define a PHA as "any state, county, municipality or other governmental entity or public body (or agency or instrument thereof) which is authorized to engage in or assist in the development or operation of housing for low-income families."⁽³⁸⁾ Currently, there is no apparent proliferation of PHAs (particularly in Palm Beach County). This situation, thus, largely involves only a significant structural change. Obviously, however, the stage has been set for an increase in the number of PHAs. Nonetheless, the thrust of this structural change is, at least, suggestive of a need for increased flexibility in alternative public housing delivery mechanisms.

A final trend of significance involves a shift from emphasis on the provision of adequate physical facilities (i.e., from the concept of decent and well managed units) to a concern for the social welfare of the tenants (i.e., the development of a sense of community, provisions for tenant organizations, tenant participation in policy-making and management, and provisions for and access to social services and recreational programs). Tenant access to social services and recreational programs is most commonly being facilitated through intergovernmental coordination between public housing authorities and various public and private social service agencies. The net result is that public housing is increasingly becoming a part of the social service program in the United States. Tenant participation in policy-making and management is nationally a prominent issue. In November 1977, HUD created, for a one-year term, the Task Forum Tenant Participation in the Management of Low-Income Housing.⁽³⁹⁾ The final report from this Task Force, which contains its recommendations, was submitted to HUD where it is currently under consideration.

Overview

The major factor responsible for the birth of the federal public housing program was the state of the national economy due to the Depression of the late 1920s and early 1930s. The National Industrial Recovery Act of 1933 was a major legislative action to counteract the Depression, but it also initiated the federal government's entry into low-rent public housing. The federal public housing program, however, was not operationalized until the enactment of the United States Housing Act of 1937.

In 1965, the Department of Housing and Urban Development Act was enacted. This Act created the Department of Housing and Urban Development, which currently administers a wide range of programs including the federal public housing program. It was through the passage of this Act that the ultimate importance of the nation's housing needs was established as the administration of national housing policy was elevated to Cabinet level importance.

It is difficult to accurately gauge the impact and the adequacy of the various trends reflected in the discussion of the evolution of housing legislation relative to the public housing program. However, it is obvious and commendable that the challenge to reconcile housing problems, particularly those of low-income families, has been accepted by the federal government.

FOOTNOTES

- 1 U.S. Department of Housing and Urban Development, Housing in the Seventies, (Washington, D.C.: GPO, 1974), pp. 139.
- 2 Robert K. Brown, The Development of Public Housing in the United States, (Atlanta: Georgia State College of Business Administration, 1960), p. 1.
- 3 Measured in terms of cash expended for federal grants to state and local government, the New Deal Program dwarfed anything that had been previously undertaken. Federal payments rose from \$232 million in 1932 to a pre-World War II peak of \$976 million in 1934, with payments never falling below the 1938 level of \$762 million until after the war. Thomas J. Parlar and Edward S. Kiely, eds. Public Administration, Intergovernmental Relations and Local Government Administration, Package XI, (Pittsburgh: University of Pittsburgh for the Urban Management Curriculum Development Project and, the National Training and Development Service, n.d.), p. XI.I.22.
- 4 Brown, The Development of Public Housing, p. 4.
- 5 Ibid., p.6.
- 6 Ibid.
- 7 Ibid., p.8.
- 8 Ibid.
- 9 U.S. Department of Housing and Urban Development, Housing in the Seventies, p. 9.
- 10 Eugene J. Meehan, Public Housing Policy, (New Brunswick: Center for Urban Policy Research, Rutgers University, 1975), p. 17.
- 11 For discussion of corporate nature of the authority, see Chapter III of this APB report, p. 18.
- 12 Brown, The Development of Public Housing, p. 6.
- 13 Charles Abrams, The Future of Housing, (New York: Harper & Bros., 1946), p. 256.
- 14 Eugene Fadner Birch, "Woman-Made America: The Case of Early Public Housing Policy," Journal of the American Institute of Planners, 44, (April 1978), p. 131.
- 15 In the United States Housing Act of 1937, slum is defined as "...any area where dwellings predominate which, by reason of dilapidation, overcrowding, faulty design, lack of ventilation, light or sanitation facilities, or any combination of these factors, are detrimental to safety, health, or morals. Brown, The Development of Public Housing, p.iii.

- 16 Brown, The Development of Public Housing, p. 34-35.
- 17 Ibid., p. 35.
- 18 Meehan, Public Housing Policy, p. 7.
- 19 Ibid., p. 18.
- 20 Brown, The Development of Public Housing, p. 38.
- 21 Ibid., p. 47.
- 22 Ibid., p. 66.
- 23 U.S. Department of Housing and Urban Development, Housing in the Seventies, p. 11.
- 24 National Commission on Urban Problems, Building the American City, (Washington, D.C.: Government Printing Office, 1968), p. 110.
- 25 Brown, The Development of Public Housing, p. 75. The Federal Housing Administration was created by the National Housing Act of 1934 to provide mortgage insurance for private homes and rental housing projects. This loan insurance was provided to private financial institutions.
- 26 National Commission on Urban Problems, Building the American City, p. 111.
- 27 Ibid., p. 143.
- 28 "Section" means the part of an Act to which reference is made.
- 29 U.S. Department of Housing and Urban Development, Housing in the Seventies, p. 123.
- 30 U.S. Department of Housing and Urban Development, "Highlights of HUD's Proposed 1979 Budget," HUD Newsletter, (Washington, D.C.: HUD Publications and Information Division, February 6, 1978).
- 31 U.S. Department of Housing and Urban Development, Housing in the Seventies, p. 123.
- 32 Ibid., p. 154.
- 33 Chester W. Hartman, Housing and Social Policy, (New Jersey: Prentice Hall, 1975), p. 117. Hartman notes that roadblocks to the Brooke Amendment provisions were initiated by HUD and later supported the Nixon Administration Office of Management and Budget, which created even greater chaos and stress within the public housing program. Hartman adds that these difficulties were due in part to a "belated realization" of the real cost of implementing the Brooke Amendments—that is, to subsidize the true costs of providing decent housing for low-income families.

- 34 U.S. Department of Housing and Urban Development, Housing in the Seventies, p. 123.
- 35 Edward Silverman, "Community Development - Title I of the Housing and Community Development Act of 1974," Journal of Housing, (August 1974), p. 350.
- 36 U.S. Department of Housing and Urban Development, HUD Programs, (Washington, D.C.: HUD Office of Public Affairs, 1977), p. 39.
- 37 Abrams, The Future of Housing, p. 261.
- 38 U.S. Department of Housing and Urban Development, Federal Register, "Section 8 Housing Assistance Payments Program--Existing Housing," Part IV, (Washington, D.C.: GPO, Thursday, May 13, 1976), p. 19885.
- 39 U.S. Department of Housing and Urban Development, Final Report of the Task Force on Tenant Participation in the Management of Low-Income Housing, (Washington, D.C.: HUD, 1978, p. 1.

CHAPTER III

THE DEVELOPMENT OF LOCAL HOUSING AUTHORITIES

The United States Housing Act of 1937 provided that any "public housing agency" (including a city, county, or village) could receive federal funds with which to operate low-rent housing and to clear slums. The traditional procedure, however, has been to create a separate local entity, a local housing authority. In November 1978, there were approximately 3,000 public housing authorities in the United States and approximately 14,000 public housing projects.⁽¹⁾

The Origin of Local Housing Authorities

The introduction of the local housing authority into the organizational structure of the low-rent housing and slum clearance program in 1935 came largely as a result of local government pressure towards decentralization. This pressure was strengthened significantly by a Federal Court of Appeals decision in the United States v. Certain Land in the City of Louisville, Jefferson County, Kentucky. That decision declared unconstitutional the use of eminent domain in order to clear slums and build low-rent housing.⁽²⁾ This decision resulted in reorganization of the program in order to increase state and local participation. States were required to enact enabling legislation authorizing local governments to create housing authorities which could develop, own and operate housing projects. These local housing authorities would operate, in effect, as public corporations.

Freedom from political interference was the main reason for incorporating local housing authorities.⁽³⁾ This situation was due to the prominence of the "good government" consciousness during the 1930s. This consciousness held that a quasi-autonomous citizen-governed agency would be more efficient and "public-regarding," less corrupt and less subject to political influence than other agency forms, such as a department directly under the control of the mayor or local governing body.⁽⁴⁾ There was also strong belief that housing authorities would provide continuity of operations during a change of administrations in city government. Incorporating the local housing authorities was also thought to be advantageous because the constitutional debt restrictions affecting cities could be circumvented. Furthermore, the ability of a public corporation to borrow money from private lenders was an additional reason for the incorporation of local housing authorities. The major complaint against the corporate form was that too many separate entities had already been created and that as a result, elected officials did not have sufficient control.

Following the program's reorganization, the participation of local governments remained limited and the involvement of housing authorities was minimal. Protesting this minimal involvement, the American Federation of Housing Authorities joined several other organizations in a fight which ultimately led to the enactment of the United States Housing Act of 1937.⁽⁵⁾

With the enactment of the Housing Act of 1937, the involvement of local housing authorities in the public housing program was substantially increased. The housing authority's responsibility for basic operational decisions (i.e., whether there would be public housing, how much, the type, its location, tenant selection, and other operational details) was finally

recognized. Funding was controlled by the federal government who, as a result, retained the right to approve site selections, plans, building costs, rentals, and other details.⁽⁶⁾

Public housing agencies (including housing authorities) are currently required to operate primarily within the context of State enabling legislation. This legislation establishes for the housing authority its powers and responsibilities including those of planning, financing, developing, and managing housing units. Responsibility for housing authority operations is usually vested in a local board of commissioners. Federal assistance to housing authorities is implemented through an annual contribution contract. This contract delineates mutual responsibilities for the authority, the federal government, and the local governmental body. As a part of this contract the local government agrees to tax abatement for public housing properties, as well as provision of appropriate municipal services.⁽⁷⁾ However, housing authorities are generally required to make regular payments in lieu of taxes. In addition to HUD, the Farmers' Home Administration (FmHA) is also involved in low-rent housing assistance. The FmHA provides loans and grants for housing authority operations aimed at providing low-rent housing for agricultural workers only.

Florida's Enabling Legislation

In all states, the enactment of enabling legislation is necessary for the creation of local housing authorities. Enabling legislation was enacted in Florida in 1937. Florida Statutes, Chapter 421.001-421.54 comprises Part I, Florida's Housing Authorities Law; Part II, Chapter 421.55 consists of Miscellaneous Provisions.

In declaring provisions for the creation and operation of public housing authorities in the State of Florida, Florida Statutes, Chapter 421.02 cites two basic reasons: 1) the existence of both unsanitary and unsafe dwelling accommodations in which persons of low income are often forced to live; and 2) a shortage of safe and sanitary dwelling accommodations available at rents which persons of low income can afford. Based on these observations, Florida Statutes, Chapter 421.04 provides that a "...public body corporate and politic to be known as the 'Housing Authority' shall be created in each city or town with a population of more than 2,500." However, it is noted that the housing authority will exist inactively (in concept only) until such time as the "...governing body of the city, by proper resolution shall declare that there is need for an authority to function in such city." The determination as to whether there is such a need may be made either by the governing body on its own motion, or by the governing body upon the filing of a petition signed by 25 residents of the city (or the county, in the case of a county housing authority) declaring the existence of such a need.

Otherwise, the governing body may adopt a resolution declaring the need for a housing authority if it finds that: 1) unsanitary or unsafe inhabited housing exists in the city; or 2) there is a shortage of safe or sanitary housing available in the city to persons of low income at affordable rental rates.

The area of operation in a city with a population of less than 25,000 is the city and the area within five (5) miles from its territorial boundaries. In a city with a population of 25,000 or more the area of operation for a housing authority is the city and the area within 10 miles from its jurisdictional boundaries. In the case of the larger cities, certain stipulations are applicable: 1) the area of operation cannot include any area which lies within the boundaries of another city; 2) the area of operation cannot extend outside the boundaries of the county in which the city is located; and 3) the housing authority shall have no power or jurisdiction outside the county in which the city is located. In the case of county housing authorities, the area of operation includes all of the county for which the authority is created, except that portion of the county which lies within the territorial boundaries of any city.⁽⁸⁾

The basic powers of local housing authorities in Florida, according to Chapter 421.08, include the following:⁽⁹⁾

- 1) To sue and be sued; to have a seal; to have perpetual succession; to make and execute contracts and other necessary instruments.
- 2) To prepare, carry out, acquire, lease and operate housing projects; to provide for construction, reconstruction, the improvement and repair of housing projects.
- 3) To arrange for the furnishing of services, privileges, works or facilities for a housing project or its tenants.
- 4) Authority to lease or rent any dwellings or other facilities in a housing project; authority over rents or charges; and authority to own, hold and improve real and personal property; or to dispose of same.
- 5) To invest any funds in property or securities.
- 6) To investigate into living and housing conditions; to determine where slums exist; or shortage of dwelling units.
- 7) To conduct examinations, investigations, to hear testimony; to administer oaths, issue subpoenas regarding matter material for its information.
- 8) To exercise all or part of combinations of its powers.

The housing authority's chief organizational components consist of a board of commissioners and staff. As a policy-making body, virtually all legal and discretionary powers of the authority reside in its board of commissioners. Florida Statutes, Chapter 421.05 indicates that when an authority is created, "the mayor (the Governor in the case of a county housing authority) with the approval of the governing body, shall promptly appoint five (5) persons as commissioners...". Concerning their terms in office, it is specified that "Three (3) of the commissioners who are first appointed shall be designated to serve for terms of 1, 2, and 3 years respectively; and the remaining two...shall be designated to serve for terms of 4 years each...".

After the appointment of the initial five (5) commissioners, each shall be appointed to a term of four (4) years in office. In the case of unexpired terms, the law, as recently amended, requires that such vacancies be filled by an appointment of the mayor with the approval of the governing body within 60 days after such vacancies occur. Chapter 421.05 further provides that "the mayor (the Governor in the case of county housing authority) with the concurrence of the governing body shall designate which of the commissioners appointed shall be the first Chairman, but when the office... becomes vacant, the authority shall select a Chairman from among its commissioners." For inefficiency or neglect of duty or misconduct in office, a commissioner may be removed by the mayor (or Governor) with the concurrence of the governing body. Traditionally, state laws have not made provisions for compensating commissioners, except for "necessary expenses, including traveling incurred in the discharge of his duties."⁽¹⁰⁾ This is closely related to the "good government" consciousness embodied in the origin of housing authorities.

While the board of commissioners is the policy-making component of the authority, it is the responsibility of the board's staff, headed by an executive director, to administer the policies of the authority. The qualifications, duties, and compensation of all staff members are determined by the board of commissioners. The Department of Community Affairs is responsible for the State's role in the area of housing and urban development.

The Functions of Local Housing Authorities

There are at least five (5) broad areas of concern which are likely to be identified in most housing authorities: 1) administrative (e.g., personnel and public relations); 2) legal (e.g., the interpretation of federal regulations, contract scrutiny, various aspects of land acquisition); 3) management (e.g., tenant selection, tenant grievances, tenant services); 4) finance (e.g., all fiscal matters, bookkeeping and accounting); and 5) technical (e.g., construction and maintenance of projects).⁽¹¹⁾ Depending upon the size of the housing authority, these concerns will be more or less visible and developed. However, they are basic matters which to some extent must be addressed.

Traditionally, the role of the local housing authority has been to develop, own, and manage units (i.e., conventional public housing) specifically built for and exclusively occupied by low-income families. However, with the onset of programs like the "Turnkey Method" and Section 8 (see Chapter II), housing authorities have begun to take on new roles. Also, the increasingly popular Section 8 program has expanded to the definition of "Public Housing Agency." As such, the local housing authority is not the only agency which can administer the activities under Section 8. Consequently, new avenues have opened up for the administration of public housing programs.

The Inception of Public Housing in Palm Beach County

The enactment of the Housing Act of 1937 encouraged the widespread passage of housing authority enabling legislation at the state level. This activity encouraged the widespread creation of local housing authorities throughout the country. The State of Florida passed enabling legislation in 1937.⁽¹²⁾ It was among the first states to participate in the federal public housing program. Consequently, the state paved the way for the creation of local housing authorities in all of its counties and municipal jurisdictions.

The West Palm Beach Housing Authority, incorporated in 1938, was the first housing authority created in Palm Beach County and the ninth housing authority created in the State of Florida.⁽¹³⁾ This Authority's creation was initiated chiefly by local labor organizations. These labor groups were particularly instrumental in gathering the necessary statistics and other required information to operationalize the authority.⁽¹⁴⁾

The City of West Palm Beach was by no means unique in this method of developing its authority. The involvement of organized labor groups was a national trend. Given the obvious benefits of housing construction, it is not difficult to understand why labor was one of the biggest supporters of the public housing program. Also, in conformity with a national trend, the provision of housing to families of low income, as a 'genuinely humanitarian gesture,' was only incidental to the motives of employment and economic stimulation.

One of the authority's biggest problems initially was finding suitable land upon which to build. The first land purchased was for the Dunbar Village Project, which was constructed between 1939 and 1940. The second project, Southridge, was completed between 1940 and 1941. Construction later took place in the Westward Expansion Area between 7th Street and the Seaboard Railroad (now called the Twin Lakes Project). Finally, "scattered homes" were built in Pleasant City.⁽¹⁵⁾

Since the creation of the West Palm Beach Housing Authority, seven (7) other housing authorities have been created. In 1947, both the Belle Glade and the Pahokee Housing Authorities were created. These authorities share the objective of meeting the housing needs of families in the County's agricultural area. Operating under the Farmers Home Administration, the Belle Glade Housing Authority is the only non-HUD affiliated authority in the County.⁽¹⁶⁾ The Palm Beach County Housing Authority was created in 1969.

This authority is primarily responsible for meeting the housing needs of low-income families in the unincorporated areas of the County. In 1970, the Delray Beach Housing Authority was created and in 1973, the Riviera Beach Housing Authority was created. While all of these housing authorities are fully operational, there are two (2) others which are not. In 1977, the Boynton Beach Housing Authority was created. However, an Interlocal Agreement with the Palm Beach County Housing Authority provided the basis upon which the Boynton Beach Housing Authority's functions and objectives are carried out.⁽¹⁷⁾ Activated in 1978, the Boca Raton Housing Authority has adopted By-Laws, has met all other organizational requirements, has been officially recognized by HUD with approval to pursue funding, but it has yet to declare itself officially operational.⁽¹⁸⁾

FOOTNOTES

- 1 U.S. Department of Housing and Urban Development, Final Report of the Task Force on Tenant Participation in the Management of Low-Income Housing, (Washington, D.C.: HUD, 1978), p. 3.
- 2 U.S. Department of Housing and Urban Development, Housing in the Seventies, (Washington, D.C.: Government Printing Office, 1974), p. 9.
- 3 Charles Abrams, The Future of Housing, (New York: Harper & Bros., 1946), p. 283.
- 4 Ibid.
- 5 Other instrumental groups include the National Public Housing Conference, the Labor Housing Conference, the National Association of Housing Officials, and the Regional Planners Association of America. Eugene Fadner Birch, "Woman-Made America: The Case of Early Public Housing Policy," Journal of the American Institute of Planners, 44, (April 1978), 136-143.
- 6 Abrams, The Future of Housing, p. 259.
- 7 HUD, Final Report of the Task Force on Tenant Participation, p.41.
- 8 Florida Statutes (1977), Chapter 421.03, p. 219.
- 9 Florida Statutes, Chapter 421.08, p. 221.
- 10 Florida Statutes (1978 Supplement), Chapter 421.05 revised, p. 476.
- 11 Abrams, The Future of Housing, p. 293.
- 12 State of Florida Department of Community Affairs, Housing in Florida Volume 5, (Tallahassee: 1973), p. 5.
- 13 Interview with William E. Poland, West Palm Beach, Florida, 24 July 1979. Mr. Poland served as a Commissioner of West Palm Beach Housing Authority from August 1939 to April 1942 and as the Authority's Executive Director from April 1942 to July 1967.
- 14 Ibid.
- 15 Ibid.
- 16 Area Planning Board of Palm Beach County, Public Housing Authority Activity in Palm Beach County, 1979, p. 13.
- 17 Ibid., p. 23.
- 18 Interview with Eric Williams, City of Boca Raton Community Development Division, Boca Raton, Florida, 27 September, 1979.

CHAPTER IV

PUBLIC HOUSING IN PALM BEACH COUNTY

The focus of this Chapter is an analysis of the seven (7) housing authorities operating within Palm Beach County. This analysis involves the development of a profile of each authority and a comparison of their ability to deliver adequate public housing. The authority profiles are based upon the following primary areas of concern: 1) Physical Characteristics which consist of location and size of housing projects; 2) Organizational Characteristics such as operational guidelines, and the structural components; 3) Financial Characteristics which analyze revenues and expenditures of the authorities; and, 4) Service Characteristics which address admission policies, and tenant services.

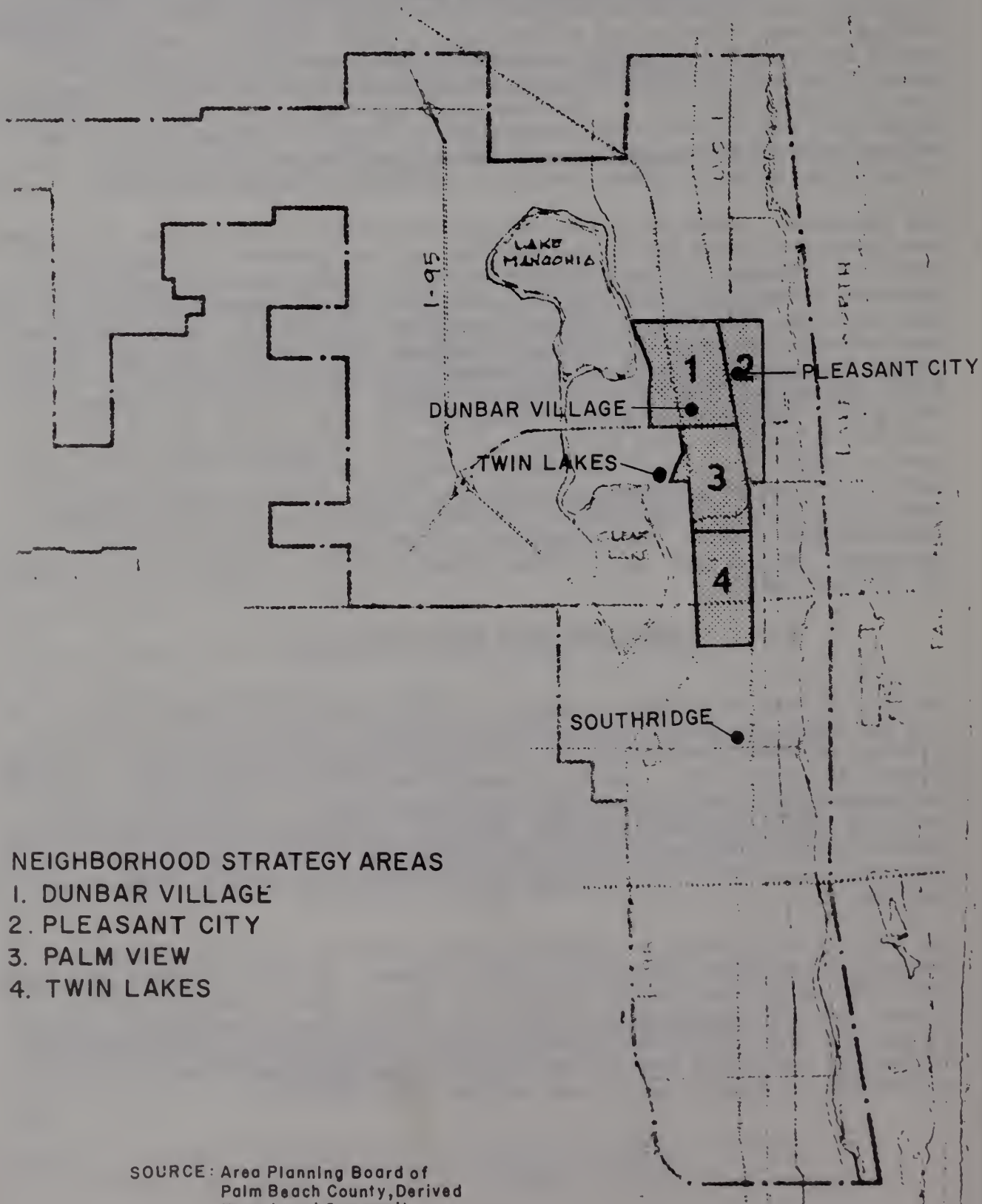
The information presented in each profile was largely obtained from the executive directors of the various authorities and from personnel designated by the executive director. Various documents such as by-laws, personnel and tenant policies, budgets, and other reports, obtained from the housing authorities were also utilized. The type of information gathered, as well as the criteria for the analysis, are based on analysis procedures found in HUD's Low-Rent Housing Project Management Handbook and the research design of a 1974 Urban Institute Study, Management Performance in Public Housing. The latter study helped establish a comprehensive array of research variables for use in the authority profile and analysis. The data base utilized in the analysis was verified by on-site inspections of various housing authority projects. The four (4) major characteristics listed above constitute the format of each authority profile. These characteristics emerged out of a review of data as the most appropriate organizational format. The authorities are discussed in order of size of operation. Maps of each public housing project site are presented in the appendix of this report.

West Palm Beach Housing Authority

The City of West Palm Beach is situated in east central Palm Beach County. The 1979 population estimate for the City was 65,220. The population is divided into whites, blacks and hispanics, each group comprising 71%, 23% and 5% of the population respectively. The City's median income in 1969 was \$8,381, while the comparable figure for Palm Beach County was \$9,112. The median income in that same period for black families was \$4,891 and \$8,590 for Hispanic families. Families with income less than \$5,000 comprised 26.3% of all families in the City, while families with income of \$15,000 or more constituted 17.8% of all families.

The City's housing needs are addressed from a broad perspective through a Community Development Block Grant (CDBG) Program. The City's Housing Assistance Plan (HAP) establishes housing objectives, such as rehabilitation, public housing, or rent supplements, for the City's lower-income households. This HAP enables the City to receive federal housing assistance funds. The City's CDBG Program has designated four (4) Neighborhood Strategy Areas (NSAs) upon which to concentrate its housing assistance programs (See FIGURE I).

NEIGHBORHOOD STRATEGY AREAS AND PUBLIC HOUSING SITES



SOURCE: Area Planning Board of
Palm Beach County, Derived
From Local Community
Development, 1979.

The West Palm Beach Housing Authority currently assists the Community Development Program by providing ten (10) units for emergency housing. These units are leased on a monthly basis with Community Development funds to provide temporary shelter for citizens who are victims of fires, evictions, or social problems. The relationship between the Authority and the CDBG Program also calls for a joint land acquisition project. According to the plan, the CDBG Program is to provide \$100,000 to assist the Authority in qualifying for a \$4 million HUD grant. Part of this grant is to be used in the acquisition of land on which to build additional housing for low to moderate income residents. It is anticipated that this land purchase will be realized by June 30, 1980.

Physical Characteristics

The West Palm Beach Housing Authority currently has 1,544 units under its management: 634 conventional units and 910 units under the Section 8 Housing Assistance Payments Program. The 634 conventional units are divided between four (4) project sites (See FIGURE I). The composition of available housing is depicted in TABLE 1.

TABLE 1

WEST PALM BEACH HOUSING AUTHORITY PROJECTS

	Eff. 1	BR 2	BR 3	BR 4	BR 5	BR 6	BR	TOTAL
Dunbar Village	16	70	110	50	-	-	-	246
Southridge	36	38	48	16	-	-	-	138
Twin Lakes	-	-	8	82	24	4	-	118
Pleasant City	-	20	85	25	-	2	-	132
TOTAL								634

SOURCE: West Palm Beach Housing Authority, 1979.

Dunbar Village, consisting of 246 units, was constructed between 1939 and 1940 and is located at the intersection of 15th Street and Tamarind Avenue. The Dunbar site consists of duplexes and one and two-story concrete block structure (CBS) multi-family units. Visual inspection of the Project found the units in good external condition. Although open space is limited, landscaping at the Dunbar site is maintained. The Project is completely bordered by sidewalks, and access to the housing is provided by walkways. There are four (4) fenced-in play areas within the site each equipped with an assortment of playground hardware such as swings, slides, climbing bars, and merry-go-rounds. The Project also has basketball courts, a social hall, and offstreet parking. The Project is lighted so that steps and walkways are visible. Refuse collection is facilitated by several dumpsters which are located within the site. Dunbar households can be categorized as small and medium size minority families. The presence of a few access ramps with railings suggests that some units have been designated for the handicapped.

*The Southridge Project, the location of the Authority's central administrative office, consists of 138 units. It was built between 1940 and 1941 and is located at 3801 Georgia Avenue. The Southridge site consists of a mixture of duplexes, triplexes and multi-family units. These units are all ground level CBS structures which appear to be in good condition. The Project is landscaped and bordered by sidewalks with internal access provided by walkways. Offstreet parking is available and lighting appears adequate. Major recreation is provided by a social hall located on the site. Several units have access ramps for the handi-capped. Most of the Southridge households consist of elderly white individuals some of whom are handicapped.

The Twin Lakes Project, consisting of 118 units, was constructed in 1961 and is located on 7th Street between Australian Avenue and the Seaboard Railroad. The Twin Lakes site consists of a mixture of single family detached and duplex units. These units are all ground level CBS structures which appear to be in good condition. The Project has adequate open space, is landscaped, and completely sidewalked. Each unit has parking for at least one automobile and some units also have access for the handicapped. The Project has a social hall, known as the 7th Street Recreation Center, which includes several offices of the Authority and a fenced-in play area. The play area is equipped with assorted playground hardware. A basketball court equipped with a set of bleachers is also available on the site. Several dumpsters located on the Project's ground facilitate refuse collection.

The Project appears adequately lighted and is fenced-off on the east, north and south to protect the residents from any hazards associated with a small canal and a wooded area. The household types within the Project are generally medium to large minority families. The presence of a few access ramps indicate that some units have been designed for the handicapped.

In the Pleasant City area, there is currently a total of 132 units which are scattered from north to south between 18th and 23rd Streets and from east to west between U.S.#1 and the Florida East Coast Railroad. Construction on these units, which are CBS two-story quadraplexes, was completed in 1965. These units appear to be in good condition, although modernization is obviously needed. The grounds surrounding many of these units are landscaped although several could use improvement. All of the streets on which the units are located have sidewalks with parking available on the street and in the rear of each structure. The designated recreation site is the Pleasant City Recreation Center. This center is fenced-in and has a basketball court and other playground hardware. The household types located within the Pleasant City Project are primarily medium to large minority households.

In addition to these 634 units of conventional public housing, the West Palm Beach Housing Authority also manages a total of 890 units under the Section 8 Existing Program; 599 of these are currently active. Funding for the support of the remaining 291 units is available; however, leasable units are not currently available. These units are scattered throughout the community with a total of 514 located in the City's incorporated area and 85 located in the unincorporated area within ten (10) miles of the City's limits.

With respect to program development, the West Palm Beach Housing Authority has been directing most of its energies into plans for the construction of 113 conventional multi-family (3 to 5 bedrooms) units. The executive director pointed out that, for the past 14 years, no multi-family units of public housing have been built within the City. It was also indicated that plans are being developed for additional units for the elderly.

The West Palm Beach Housing Authority is also pursuing other sources of funding for the further development of its social programs. Contacts have been made with the Florida Department of Aging, Florida Law Enforcement Assistance Administration, Florida Department of Community Affairs, and United States Department of Health, Education and Welfare.

Organizational Characteristics

The by-laws of the West Palm Beach Housing Authority indicate that the Authority's basic organizational structure consists of a Board of Commissioners and its administrative staff. The officers of the Authority are the Board chairman, vice chairman and secretary (the executive director).

The West Palm Beach City Commission appoints the housing authority commissioners for a term of four (4) years. The Authority then elects a chairman and vice chairman at its annual meeting from the commissioners. These officers hold office for one year or until successors are elected and qualified. The basic powers and responsibilities of all housing authorities are cited in Florida Statutes, Chapter 421.08 (See Chapter III, page 28).

The Authority's executive director supervises the management and administration of the Authority. The executive director is also charged with the management of the Authority's housing projects as provided by Florida Statutes, Chapter 421.05 and Section 10 of the Authority's by-laws. Personnel, in addition to the executive director, may also be employed by the Authority. Three (3) types of meetings are provided for in the by-laws of the Authority: annual, regular and special meetings. In all meetings of the Authority, a quorum is obtained by the attendance of a majority of its five (5) commissioners. Voting on matters coming before the Authority is done by roll call.

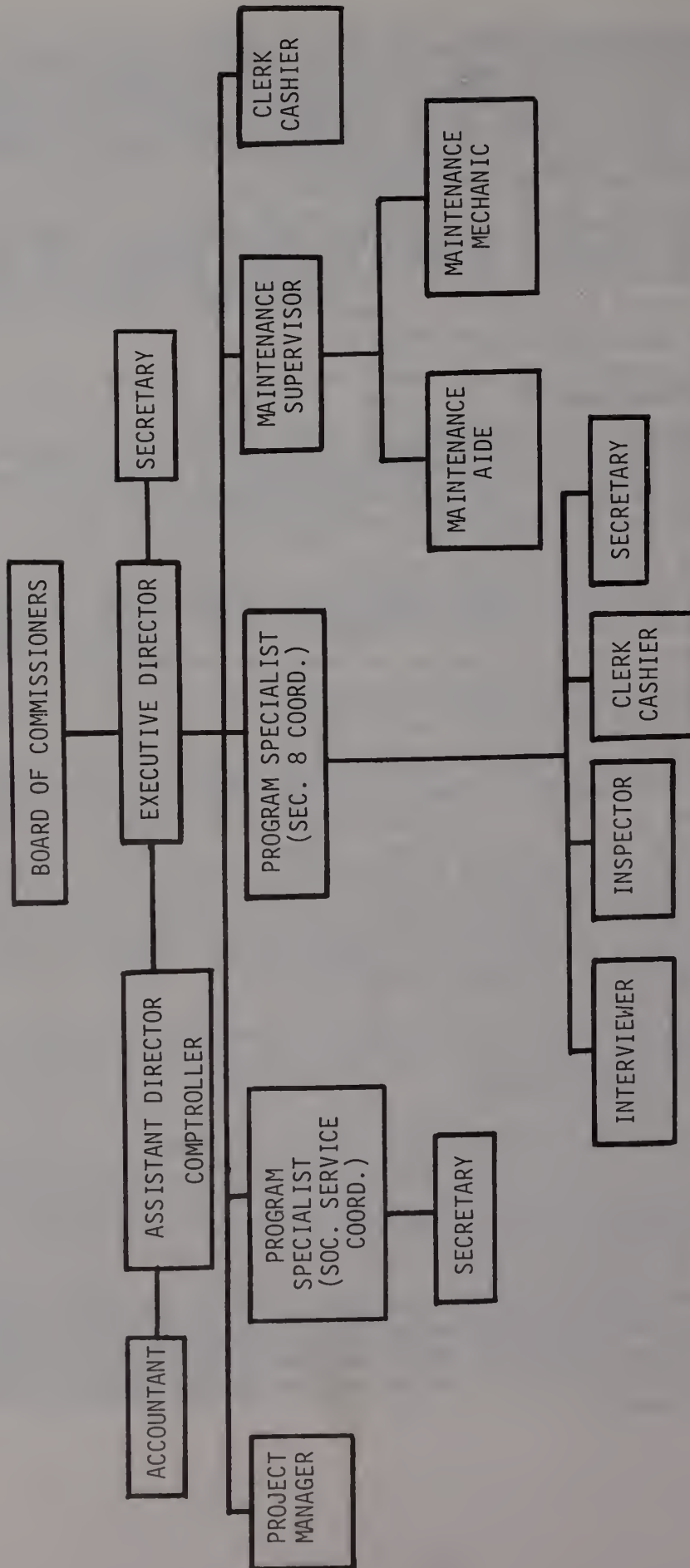
According to the executive director, the Authority's Board of Commissioners has an excellent relationship with the staff. The Board members are cooperative and attend meetings at regular intervals.

The current executive director of the West Palm Beach Housing Authority has served in that capacity since 1973. He received training in public housing management as the Authority's assistant director and has since been certified by the National Association of Housing and Urban Development Officials as a qualified housing authority director.

He is also a member of the Executive Committee of the Southeastern Regional Conference of the National Association of Housing and Urban Development Officials (NAHUDO). In addition to the executive director's national and state professional affiliations, locally, he is a member of the Southeast Florida Housing Authority Directors.

WEST PALM BEACH HOUSING AUTHORITY ORGANIZATIONAL CHART

FIGURE 11



Source: West Palm Beach Housing Authority, 1979.

The staff of the West Palm Beach Housing Authority consists of 37 full-time employees (See FIGURE II). Nineteen (19) members of the staff are minorities including one Indian, two (2) Hispanics and sixteen (16) blacks. There are also five (5) tenants on the staff, four (4) of whom are minorities. The Authority's legal assistance is provided through a local law firm.

The current level of staff performance seems satisfactory. However, a need was expressed for several additional positions in the areas of maintenance and social services since the executive director believes that the current level of service is inadequate. The staff's ability to perform daily processing functions will be substantially improved when the new data processing system, currently being developed, is completed. Electronic data processing capability will reduce considerably the number of manhours currently required to perform routine postings, record maintenance, rent collection and other processing. Satisfaction was expressed with the quality of the public housing personnel training programs which are currently available through HUD and NAHUDO. Due to the lack of funds and competitive pay scales, however, the Authority's turnover rate is high, especially with respect to administrative and maintenance positions.

A generally high degree of dependence upon the HUD Area Office in Jacksonville was acknowledged particularly since HUD's role includes interpreting the various housing laws pursuant to the issuance of program regulations. HUD's annual management review, occupancy review, engineering surveys, and required annual audits, were regarded by the executive director as highly positive evaluative concepts. HUD's assistance, however, has been limited in the past several months due to a reorganization within the federal agency. The Authority has also been confronted with a particular problem in that the HUD Area Office has been understaffed in site appraisers. This situation, according to the executive director, has caused the loss of nine (9) of the past twelve (12) months on the implementation of a new housing project.

The issue of tenant participation in both policy-making and management is highly prominent throughout the country. On the question of tenant participation in policy-making, the executive director expressed uncertainty as to whether there has ever been a need for formal tenant involvement such as membership on the Authority's Board of Commissioners. He felt that this is a question for the Board to decide and added that, if the Board ever decided there was a need for tenant participation, he would have no objections. On the question of tenant participation in management, the executive director indicated that it is, in his opinion, a positive idea. He added that he is anticipating a mandate from HUD that 20% of a housing authority's staff should be tenants. Currently, 13.5% of the West Palm Beach Housing Authority's staff are tenants.

It is felt that public housing in the City of West Palm Beach is well accepted. This feeling of acceptance is largely attributed to the general physical appearance of the Authority's projects. In addition to regular maintenance efforts, it is believed that modernization programs at the Dunbar, Southridge and Twin Lakes sites have also made significant contributions toward extending the life and enhancing the appearance of the projects. The Authority has also requested \$1 million in modernization funds from HUD for the Pleasant City Project.

The executive director indicated that, in the day-to-day management of the West Palm Beach Housing Authority, the majority of his time is divided between the two (2) major areas of administration (personnel management and public relations) and program development. The area of program development requires the executive director to maintain extensive contact with HUD and City officials, including various other City and County departments.

Financial Characteristics

An operating budget is developed each fiscal year for the Authority's conventional public housing and Section 8 Housing programs. The Authority's conventional housing program's budgeted operating receipts and expenditures for fiscal years 1978, 1979 and 1980 are discussed in this section. The current operating budget for the Authority's Section 8 Existing Housing Program is also discussed.

The Authority's total operating receipts, excluding HUD's contributions, are largely comprised of rental income including excess utilities, interest, and undefined receipts. The Authority's total operating receipts were \$475,650 in 1978, \$471,700 for the 1979 budget year and estimated at \$510,500 for the 1980 budget year. The total operating expenditures were \$763,200 in 1978, \$678,300 for the 1979 budget year and \$661,460 for the 1980 fiscal year. These figures suggest a trend of decreasing operating costs: an 11.13% decrease from 1978 to 1979 and a 2.49% decrease from 1979 to 1980.

Total operating expenditures are broken down into three (3) categories: routine, non-routine and other. Routine expenditures include the following: 1) Administration (salaries and other expenses); 2) Tenant Services (salaries, recreation, publications, contract costs, training, and other programs); 3) Utilities (utility costs and labor); 4) Ordinary Maintenance and Operations (labor, materials and contract costs); 5) Protective Services (labor, materials and contract costs); and 6) General Expenses (insurance payments in lieu of taxes, terminal leave payments, employees benefit contributions, and collections of leases). (See TABLE 2)

TABLE 2

ROUTINE EXPENDITURES: WEST PALM BEACH HOUSING AUTHORITY
(In Percent)

	<u>1978</u>	<u>1979</u>	<u>1980</u>
Administration	19.19	21.81	22.37
Tenant Services	1.64	1.80	.32
Utilities	20.75	19.06	19.61
Ordinary Maintenance & Operation	43.58	42.50	40.66
Protective Services	0.00	0.00	.03
General Expenses	<u>14.81</u>	<u>14.80</u>	<u>16.98</u>
TOTAL	100.00	100.00	100.00

SOURCE: West Palm Beach Housing Authority, 1979.

Routine expenditures constitute 87% of the budgeted operating expenditures in 1978, and 97% in both 1979 and 1980.

Non-routine expenditures include extraordinary expenses, replacement of equipment, and additions (See TABLE 3). Non-routine expenditures constituted 3% of the budgeted total operating expenditure in 1978, 1979 and for 1980.

TABLE 3

NON-ROUTINE EXPENDITURES: WEST PALM BEACH HOUSING AUTHORITY
(In Percent)

	<u>1978</u>	<u>1979</u>	<u>1980</u>
Extraordinary Maintenance	19.49	0.00	20.23
Replacement of Equipment	51.69	100.00	63.93
Additions	<u>28.81</u>	<u>0.00</u>	<u>15.82</u>
TOTAL	100.00	100.00	100.00

SOURCE: West Palm Beach Housing Authority, 1979.

The Authority estimated that the deficit prior to the HUD contributions (i.e., an operating subsidy) was 37.67% for 1978, 30.46% for 1979, and 22.82% for 1980. These figures suggest a trend of decreasing deficits. Operating subsidy was initially authorized by the Housing and Urban Development Act of 1969. Currently, these funds are being provided through a mechanism known as the Performance Funding System (PFS). The PFS is designed to provide the amount of operating subsidy which would be needed for well-managed projects. The amount of subsidy is determined by the difference between the Authority's projected expenses and its projected operating income. Thus, the HUD subsidy can be utilized to dissolve a projected deficit. At the same time, however, part or all of the subsidy may be utilized to augment an authority's operating reserve, although the PFS does not specifically provide operating subsidy for this purpose.

A major problem between the Authority and its tenants involves delinquent rents. Four (4) years ago, delinquent rates were less than 3% of the total rent receipts of the Authority. Uncollectable rents have currently reached a level of 20%. This is considered very high. A goal of \$15,000 has been set for collection of outstanding rents. It was indicated that any of the \$20,000 in outstanding rents which cannot be collected will be written off as an uncollectable expense. The Authority implemented a new rent collection policy effective June 1979.

The Authority's Section 8 Existing Housing Program budget is prepared and submitted to HUD as an estimate of total required annual contributions to operate the program. The contributions from HUD are largely passed on to private landlords in the form of a Housing Assistance Program while a small portion is retained by the Authority to cover the cost of administering the program.

The format of the Section 8 budget consists of the maximum annual contributions available, including any reserve funds from the previous fiscal year and an estimate of required annual contributions to operate the program.

An estimated total annual contributions available is computed as the sum of the maximum annual contributions authorized plus an estimated account balance (reserve) at the end of the current fiscal year. The Authority's estimate of required annual contributions for fiscal year 1980 was computed as the sum of the following expenses: 1) housing assistance payments, 2) an administrative fee, 3) the cost of an audit by an independent public accountant, 4) a preliminary administrative expense, and 5) an expense for non-expendable equipment.

In fiscal year 1980, funding in excess of \$2 million is available for use in the Authority's Section 8 Existing Housing Program. However, the Authority is currently experiencing some difficulty in fully utilizing these funds due to a shortage of available units for leasing.

Service Characteristics

The West Palm Beach Housing Authority serves approximately 634 households through its conventional public housing program. These households were admitted to the Public Housing Program according to established admission policies and procedures. Within the admission policies, basic requirements such as eligibility and tenant selection criteria, occupancy standards, and provisions for the leasing of dwelling units are addressed. Applicants must satisfy prescribed socio-economic eligibility requirements before the Authority will consider them as tenants.

The Authority's order of preferences is applied according to a monthly rent range schedule. The number of families to be allocated to each range is shown in TABLE 4.

TABLE 4

RENT ALLOCATIONS: WEST PALM BEACH HOUSING AUTHORITY

<u>Ranges of Gross Rents (Dollars)</u>	<u>Percent of Families to be Allocated Per Range</u>
\$ 00 - 34	10
35 - 49	20
50 - 64	20
65 - 74	20
75 - 89	20
90 + over	10

SOURCE: West Palm Beach Housing Authority, 1979.

First preference in tenant selection is given to displaced families. Among these families, preference is given to families of disabled veterans, followed by families of deceased veterans or servicemen, then to families of other veterans or servicemen, and then to other displaced families. Second preference is given to families of veterans or servicemen not qualifying as displaced. Third preference is given to families of two (2) or more persons or a single person qualified as being elderly because of age or disability. Fourth preference is given to single non-elderly displaced persons and single handicapped persons. Within each preference group, preference is given to families having the most urgent housing need at the time in which their application for admission is made. The initial offering is made to the Authority's lease program, and subsequent offerings are for the project having the largest number of vacancies. To avoid overcrowding and wasted space, dwellings are leased in accordance with the following occupancy standards:

TABLE 5

OCCUPANCY STANDARDS: WEST PALM BEACH HOUSING AUTHORITY

<u>Number of Bedrooms</u>	<u>Number of Persons</u>	
	<u>Minimum</u>	<u>Maximum</u>
1	1	3
2	2	5
3	4	7
4	7	9
5	9	12

SOURCE: West Palm Beach Housing Authority, 1979.

To facilitate the leasing of dwelling units, a lease agreement is entered into between the Authority and each of its tenant families. The lease is to be kept current and is to reflect the rent being charged, unit occupied and the conditions governing occupancy, including provisions for termination.

Currently, the Authority's waiting list for conventional units consists of over 250 families. The executive director estimates that in order to satisfy the current needs within the City, the total Public Housing Program should be four (4) to five (5) times larger than it is at present.

The executive director indicated that up to the present time there have been no grievance hearings. According to the Authority's grievance procedure, all grievances and complaints are first presented to the central office where they are discussed informally and, if possible, settled without a hearing. If a complaint should require a hearing, a written request is made to the Authority. This request is then submitted to a hearing panel. The hearing panel consists of five (5) members--two (2) tenants, selected by the tenant governing body, two (2) members appointed by the Authority and one impartial or disinterested member. The chairman of the hearing panel is elected by the members appointed to the panel.

In 1972, tenant organizations were initiated for all the projects. Only the organization at the Southridge Project is still active. This organization is chartered as non-profit and comprises over 100 members. An attempt, however, is currently being sponsored through the Palm Beach County Community Action Council to reactivate the organizations for the other projects.

While the executive director acknowledged that the current level and variety of services provided to tenants are inadequate (largely due to insufficient funds), several services are being provided through both public and private non-profit agencies within the community. Services provided include tutorial assistance, site-seeing tours for elderly residents, summer camp programs, and child day care.

The existing relationship between the Authority and various community organizations and public agencies is primarily due to the efforts of the Authority's social service program coordinator. All of the activities initiated through this office are intended to benefit all of the projects within the Authority. However, most of the current programs and activities cater only to the young since they were developed during the time that the program coordinator was director of the 7th Street Recreation Center and was primarily responsible for the Twin Lakes Project. These programs and activities include flag football, cheerleading, basketball, track, softball, swimming, tennis, racquetball, banquets, parties, dances, Boy and Girl Scout programs, and landscaping contests. Through the efforts of the program coordinator, practically all the sporting equipment is donated by local retailers. The social service program coordinator currently has the task of counselling and developing activities that benefit all the projects, particularly the Southridge Project where the tenants are all elderly. Although provision for the transportation of tenants to medical and other social services is non-existent, plans are being developed for an adult day care center.

The maintenance program of the West Palm Beach Housing Authority applies only to its conventional units. This program is aimed primarily toward the upkeep of these units, including appliances and electrical and plumbing fixtures. In the case of occupied units, the most common service required involves window and screen replacements, refrigerator and stove repairs, and minor plumbing problems. Out of each week, Monday has the heaviest influx of service requests.

The Authority has three (3) maintenance mechanics (a general repairman, a carpenter and a plumber) on 24-hour call. Immediately after each vacancy, the unit is cleaned, painted and fumigated. The preparation of vacant units for occupancy takes priority over non-emergency repairs in occupied units. Due to an unusually high number of evictions relative to the problem of delinquent rents, maintenance personnel are currently spending a large amount of time preparing vacant units for occupancy. This situation is causing a growing backlog of many non-emergency service requests. In the case of requests for inside painting, tenants can be supplied paint and do the work themselves if they so desire.

Ground maintenance (except lawn trimming) in the Dunbar Village, Southridge and Twin Lakes Projects is the responsibility of the tenants. Dunbar Village is the headquarters of the maintenance personnel. The executive director indicated that, although some of the buildings are old, they have survived well. He acknowledged, however, that major upgrading is necessary in many of the projects.

It is felt that public housing in the City of West Palm Beach is well accepted. This feeling of acceptance is largely attributed to the general physical appearance of the Authority's projects. In addition to regular maintenance efforts, it is believed that modernization programs at the Dunbar, Southridge and Twin Lakes sites have also made significant contributions toward extending the life and enhancing the appearance of the projects. The Authority has also requested \$1 million in modernization funds from HUD for the Pleasant City Project.

In addition to a full-time maintenance program, the West Palm Beach Housing Authority also takes measures periodically to improve the safety and security of the projects. The executive director noted that given the relatively high density levels in some of the projects it would seem that violence would be a major problem; however, disturbances are rare.

A safety and security consultant was recently hired to make recommendations for improvement, some of which have been implemented. Improvements made at Dunbar Village, Southridge and Twin Lakes include lighting systems for improved illumination, new hedging/trimming patterns to clear hidden places, remodelling to prevent congregations of people and the cutting of pathways through the projects. The executive director indicated that these measures have helped to curb vandalism, although the extent of the project's success has not yet been determined.

Plans have also been made to correct the installation of doors and change the type of windows in the Twin Lakes Project in order to make it more secure. The executive director acknowledged that although several steps have been taken to improve the safety and security of these projects there is much more to be done.

In addition to the 634 households served through its conventional public housing program, the West Palm Beach Housing Authority also serves 823 households through its Section 8 Housing Program. The Authority's Section 8 Program is governed by an Equal Opportunity Housing Plan (EOHP) and an Administrative Plan, both of which define the program's policies and procedures. Primarily, the EOHP is designed to demonstrate the Authority's intent to administer the program on a non-discriminatory basis in the selection of participating families and in the provision of services. The EOHP also addresses the Authority's intent to promote a wide choice of housing opportunities of minorities and female-headed households.

The EOHP also includes procedures for the briefing of certificate holders and a procedure by which to address discrimination against certificate holders. The Administrative Plan, in addition to outlining the Program's policies and procedures, defines the duties of the Section 8 staff and addresses complaints by families under contracts and evictions.

For each household admitted certification of eligibility is determined through an application interview. The applicant's income is the principal criteria followed by the applicant's current housing conditions. After eligibility certification, a Certificate of Family Participation is issued based on the following priorities:

- 1) families displaced and disabled;
- 2) first come basis:
 - families living in substandard housing;
 - families living in overcrowded conditions; and
 - families paying over 25% of their net income for rent.

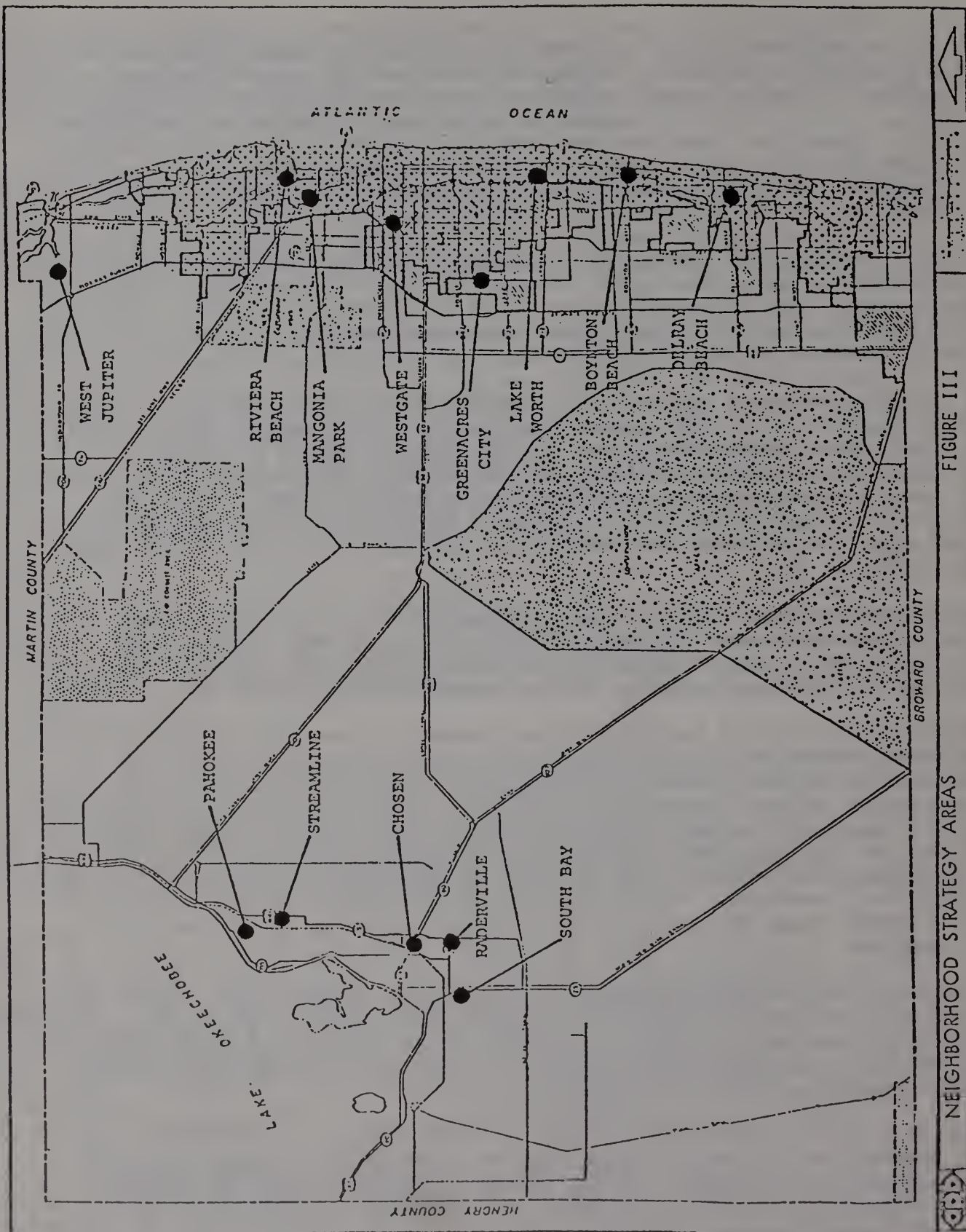


FIGURE III

NEIGHBORHOOD STRATEGY AREAS

As a goal at least 30% of the Authority's Section 8 households will be families who qualify as very low-income families. Subsequent to the issuance of a Certificate of Family Participation, it is the family's responsibility to find suitable housing and to negotiate a lease with the landlord. Under HUD's "Finders-Keepers" policy, the unit the family is occupying at the time the certificate is issued may be eligible for Housing Assistance Payments if it qualifies as Existing Housing. Upon request, the Authority provides assistance in finding units for families who, because of age, handicap or other reasons, are unable to locate suitable housing. Assistance is also provided to families who allege discrimination. Families are given a copy of the standard housing form which notes the criteria for acceptable housing to aid them in identifying suitable housing. After approving the unit and the lease, the Authority executes a Housing Assistance Payments Contract. Immediately prior to the rent due date, the Housing Assistance Payment is mailed to the landlord. The Housing Assistance Payment covers the difference between the Contract Rent and the portion payable by the family. The eligibility of elderly families is recertified biannually. The eligibility of non-elderly families is recertified on an annual basis.

The grievance procedure available to tenants under conventional public housing programs is not available to tenants under Section 8. Tenants under the Section 8 Program are instructed to notify the Authority if they should have a complaint against the landlord for non-compliance with the lease or contract. After receiving such notice and an investigation is conducted which determines that the landlord is in non-compliance with the contract or lease, the landlord is notified by the Authority in writing as to the results of the investigation and the need to take corrective action. Every possible effort is made by the Authority to settle the complaint without the Authority exercising its option of terminating the Housing Assistance Payment and relocating the family. While tenant organizations are provided for residents in conventional public housing, HUD guidelines do not provide for tenant organizations for Section 8 Existing Housing Program residents.

The Section 8 Program also does not provide for any social or recreational services or facilities for tenants. The landlord is obligated to provide only those services, maintenance, safety features, and utilities agreed upon under the HAP contract. The landlord is also subject to the conditions and provisions of Florida's Landlord and Tenant Law, F.S. 83.

Palm Beach County Housing Authority

Palm Beach County contains thirty-eight (38) political jurisdictions: Thirty-seven (37) municipalities and the unincorporated County. On April 1, 1979, the County's population was estimated at 564,950. In 1970, 18% of the County's population was black, 4% was Hispanic, and 78% of the population was white. Median income for families in Palm Beach County was \$9,112 in 1970 (\$17,000 in 1979). Median family income for black families was substantially lower in 1970 at \$5,153. In 1979, there was an estimated total of 255,740 dwelling units in Palm Beach County.

There are four (4) CDBG recipients within Palm Beach County: the Cities of West Palm Beach, Boca Raton, and Belle Glade and the urban county area of Palm Beach County (twenty-four (24) municipalities and the unincorporated area). The Palm

Beach County (urban County area) CDBG Program addresses housing needs in the County from a broad perspective. The County's HAP establishes housing objectives such as rehabilitation, public housing and rent supplements for the County's lower-income households. The County's CDBG Program has designated thirteen (13) Neighborhood Strategy Areas (NSA) upon which to concentrate its housing assistance programs (See FIGURE III).

Presently, the Palm Beach County Housing Authority is directly affiliated (i.e., joint program development, as well as input into the development of the HAP) with the Palm Beach County CDBG Program. As an example of coordination, the Palm Beach County Housing Authority, a private developer, and the County CDBG Program are jointly engaged in an effort to accelerate the availability of housing in the Boynton Beach NSA. The Housing Authority has received HUD funding in the amount of \$3.2 million for a Conventional Substantial Rehabilitation Program for the rehabilitation of 100 units and a private developer has applied for funding under the Section 8 New Construction Program to build 93 units. Necessary capital improvements (e.g., curb and gutter improvements, street paving, sidewalk construction, parks, drainage, sewer, and water distribution mechanisms, etc.), for the rehabilitation program, are to be provided by the County Authority with assistance from the County CDBG Program.

Physical Characteristics

The Palm Beach County Housing Authority currently has 1,051 units under its management: 80 conventional units under the Section 8 New Construction Program, 200 units under Section 23, and 771 units under the Section 8 Existing Housing Program (See TABLE 6).

The Section 8 New Construction units comprise a project located in the unincorporated area of West Palm Beach at 4921 Wedgewood Way. The Wedgewood Project is not owned but is instead only managed by the Authority. The management of these units is based on a HUD approved management contract between the Authority and the owners. The site's Phase I development is owned by Palm Beach Associates Limited and the Phase II development is owned by Wedgewood Associates.

Wedgewood consists of efficiency and one-bedroom units for the elderly. Phase I, was completed in February 1978. Phase II, consisting was completed in May 1979. Visual inspection of the site found the units in good external condition. The project is landscaped with an abundance of open space. Internal access to housing is provided by walkways.

Offstreet parking, including parking for the handicapped, is available and lighting appears adequate. Major recreation is facilitated by a shuffleboard court and a social hall located on the grounds. Several dumpsters are located on the grounds for refuse collection. A laundry room is available in both phases. Security measures at the Wedgewood site include an emergency system consisting of emergency alarms and smoke detectors in each unit. Security is also enhanced by several locking doors at various entrances to the two (2) buildings. Most of the Wedgewood households consist of elderly white individuals.

The Authority's Section 23 units are divided between two (2) sites. One site is located in the unincorporated area of West Palm Beach at 4695 Dyson Circle North and the other site is located within the City limits of South Bay at 1702 Ilex Court. The distribution of unit sizes at each site is reflected in TABLE 7.

TABLE 6

PALM BEACH COUNTY HOUSING AUTHORITY

NUMBER OF DWELLING UNITS						
Dwelling Unit Sizes	TOTAL	Household Types			Units in Incorporated Area	Units in Unincorporated Area
	1,051	Elderly	Handicapped	Minority		
Eff.					71	-
1-BR					191	21
2-BR					164	36
3-BR					86	54
4-BR					13	5
5-BR					-	-
6-BR					-	-
TOTAL	*771	166	-	402	537	119
Eff.	-				-	-
1-BR	50	48	2		-	50
2-BR	24				12	12
3-BR	50				20	30
4-BR	64				28	36
5-BR	12				6	6
6-BR	-				-	-
TOTAL	200	48	2	66	66	134
Eff.	30	30	3			30
1-BR	18	18				18
2-BR	16					16
3-BR	16					16
4-BR	-					-
5-BR	-					-
6-BR	-					-
TOTAL	80	48	3	5	-	80

Source: Palm Beach County Housing Authority, 1980.

* Funding available for 115 additional units which are presently not under contract.

TABLE 7

PALM BEACH COUNTY SECTION 23 UNITS

	Eff.	1 BR	2 BR	3 BR	4 BR	5 BR	6 BR	TOTAL
West Palm Beach	-	50	12	30	36	6	-	134
South Bay	-	-	12	20	28	6	-	66
TOTAL								200

Source: Palm Beach County Housing Authority, 1980.

The Dyson Circle site is comprised of 134 units consisting of townhouses and two three-story structures for the elderly. Development of this site was completed in April 1975. Visual inspection of the site found the units in good external condition. The project has adequate open space, is landscaped, and is bordered by sidewalks. Offstreet parking is available and several dumpsters located within the project facilitate refuse collection. Recreational facilities located on the grounds include a social hall and a basketball court. Lighting appears adequate and public telephones are also available. The Dyson Circle households are small, medium and large in size. These families consist of a mixture of white and minority persons.

The South Bay site is comprised of 66 townhouse units all of which appear to be in good condition. Development of this site was completed in 1975. The project has abundant open space, is landscaped, and is bordered by sidewalks. Offstreet parking is available and several dumpsters are available on the site for refuse collection. Recreational facilities at the South Bay project also include a social hall and a basketball court. Adequate lighting and public telephones are also available. The project's eastern border partially consists of an open ditch which represents a potentially hazardous area. Most of the households at the South Bay site are minority families, and, as reflected in TABLE 7, are medium in size.

As a principal condition to the Authority's development of a public housing project within the corporate limits of the City of South Bay, it was necessary for the City to create a housing authority. Such a step was necessary due to a requirement in the law prohibiting a housing authority from entering the corporate boundaries of any municipality except by invitation from a housing authority within that municipality. However, that law was amended in 1978 to provide for direct cooperation between housing authorities and local governments. The South Bay Housing Authority was created only to facilitate public housing development by the Palm Beach County Housing Authority within the City corporate limits. The South Bay Housing Authority has never operated any units and it currently has a Board of Commissioners. The Authority essentially exists on paper only.

In addition to the units already discussed, the Palm Beach County Housing Authority also manages a total of 771 units under the Section 8 Existing Housing Program; 656 of these are currently active. Funding exists to support the remaining 100 units; however, leasable units are not currently available. The active units are scattered throughout both the unincorporated, as well as some incorporated areas of the County. Since the area of operation for the Palm Beach County Housing Authority is statutorily limited to the unincorporated areas of the County, entrance into the incorporated area of any municipal jurisdiction for the purpose of providing Section 8 Housing Assistance payments requires the execution of an interlocal agreement between the Authority and the municipality or its housing authority. The Palm Beach County Housing Authority has executed Interlocal Agreements with the Housing Authority of Delray Beach, Boynton Beach, Riviera Beach, and the City of Lake Worth. As a major stipulation in the Interlocal Agreement between housing authorities, one authority can enter the operating area of the other only after it has reached its leasing capacity (See TABLES 8 and 9).

TABLE 8

PALM BEACH COUNTY SECTION 8 EXISTING UNITS LOCATED IN INCORPORATED AREAS

	Eff.	1 BR	2 BR	3 BR	4 BR	5 BR	6 BR	TOTAL
Delray	58	108	34	-	-	-	-	200
Boynton	1	18	39	34	6	-	-	98
Lake Worth	11	48	37	-	-	-	-	96
Riviera	3	21	58	54	7	-	-	143
TOTAL	73	195	168	88	13			537

Source: Palm Beach County Housing Authority, 1980.

TABLE 9

PALM BEACH COUNTY SECTION 8 EXISTING UNITS LOCATED IN UNINCORPORATED AREAS

	Eff.	1 BR	2 BR	3 BR	4 BR	5 BR	6 BR	TOTAL
Boca Raton	-	-	1	-	-	-	-	1
Lantana	-	3	3	2	1	-	-	9
Lake Worth	-	-	-	22	-	-	-	22
West Palm Beach	-	17	31	27	-	-	-	75
Lake Park	-	2	3	4	2	-	-	11
Loxahatchee	-	-	-	-	1	-	-	1
TOTAL		22	38	55	4			119

Source: Palm Beach County Housing Authority, 1980.

As noted in Chapter III, the Palm Beach County Housing Authority also performs the staff function for the Boynton Beach Housing Authority. This relationship is based on a cooperation agreement between these authorities including the City of Boynton Beach. Serving as the staff of the Boynton Beach Housing Authority, the Palm Beach County Housing Authority is obligated to perform all of the tasks essential to providing public housing.

With respect to program development, the Palm Beach County Housing Authority over the past several months has been focusing its attention into three (3) directions. First, the Authority is presently working with a private developer on plans which call for the construction of 93 units in Boynton Beach. Funding for this project is being sought under the Section 8 New Construction Program. Secondly, the Authority has been funded for the construction of 150 units of conventional public housing. This project is presently at the stage of site-selection which is to be followed by HUD's site appraisal and approval. The plans call for construction of 75 units within a lower-income area and constructing another 75 units outside lower-income areas. Thirdly, the Authority's plans for the substantial rehabilitation of 100 units in Boynton Beach are scheduled to begin in February 1980. As noted earlier, this project has been funded by HUD in the amount of \$3.2 million.

Organizational Characteristics

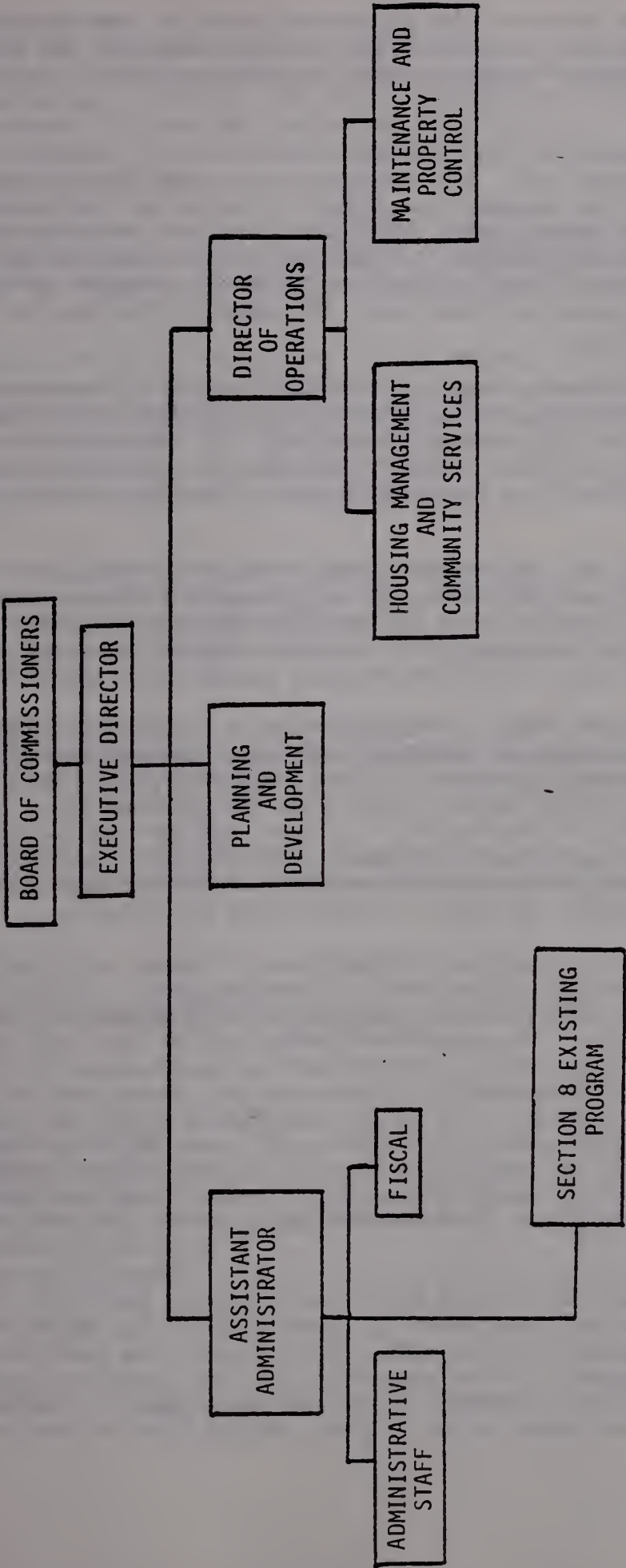
The by-laws of the Palm Beach County Housing Authority indicate that the Authority's basic organizational structure consists of a Board of Commissioners and its administrative staff. The officers of the Authority are the board chairman, vice chairman and secretary (executive director).

The Governor appoints the housing authority commissioners for a term of four (4) years. The Authority then elects a chairman and vice chairman at its annual meeting from among the commissioners. These officers hold office for one year or until successors are elected and qualified. The basic powers and responsibilities of all housing authorities are cited in Florida Statutes, Chapter 421.08 (See Chapter III, Page 28).

The manner in which commissioners for county housing authorities are appointed could change in the near future. Currently pending in the Florida Legislature is House Bill 448. This Bill provides for the appointment and removal of county housing authority commissioners by the Board of County Commissioners, rather than the Governor. Essentially, this change would reflect a decentralization of decision-making authority in this area of concern.

The executive director, who is appointed by the Authority, is responsible for keeping the Authority's records and recording votes and minutes from all meetings of the Authority. The executive director also supervises the management and administration of the Authority, including its housing projects. Personnel, in addition to the executive director, may also be employed by the Authority. Three (3) types of meetings are provided for in the by-laws of the Authority: annual, regular and special meetings. In all meetings of the Authority, a quorum is obtained by the attendance of a majority of its five (5) commissioners. Voting on matters coming before the Authority is done by roll call.

FIGURE IV



Source: Palm Beach County Housing Authority, 1979.

According to the executive director, the Authority's Board of Commissioners has an excellent relationship with the staff. Particular satisfaction was expressed at the generally high levels of education among the Commissioners in addition to their dedication.

The current executive director of the Palm Beach County Housing Authority has served in that capacity since 1975. His prior experience was in the construction industry. The executive director is currently a member of the National Association of Housing and Redevelopment Officials, and the Florida Association of Housing and Redevelopment Officials. In addition to the executive director's national and staff professional affiliations, he is locally a member of the Southeast Florida Housing Authority Directors. He holds the position of treasurer in this organization.

The staff of the Palm Beach County Housing Authority consists of twenty-five (25) permanent full-time employees and an allocation of fifteen (15) temporary full-time employees from the CETA Program (See FIGURE IV). Currently 46% of the staff are minorities. At the present time, former tenants comprise 40% of the Authority's staff. The Authority's legal assistance is provided through a local law firm.

Satisfaction was expressed with the current level of staff performance. However, a need was also expressed for several additional positions in the areas of maintenance and social services since the executive director believes that the current level of service is inadequate. Due to an expired contract, the maintenance division lost nine (9) CETA maintenance employees in September 1979.

The performance of the present staff is enhanced both by in-house training as well as by the various workshops and training conferences sponsored by HUD and other organizations. The Authority has a low staff turnover rate. Staff members are involved to the greatest extent possible in decision-making.

The quality of the staff's performance is also partly attributed to a successful relationship with HUD's Area Office in Jacksonville. It is felt that although HUD is presently short-staffed, the staff is cooperative and helpful.

The executive director had no objections on the issue of tenant participation in policy-making through membership on the Board of Commissioners. He also did not have any objections on the issue of tenant participation in management through employment with the Authority. The executive director stated that many housing authority tenant organizations desire a "veto power" in relationship to housing authority policy-making and management. He explained that these organizations feel that tenants are more familiar with tenant needs and problems and that they, as a result, ought to be able to scrutinize and censor policy and management decisions. Pointing to an implication that the average tenant is qualified to operate a housing authority, which the executive director feels is absolutely not the case, strong objection was expressed towards the "veto power" concept of tenant participation.

In the day-to-day management of the Palm Beach County Housing Authority, the executive director divides his time primarily between the two (2) major areas of personnel management and program development. While most of the personnel management concerns are delegated to other administrators, the executive director is more directly and extensively involved in program development. Typically, in the early stages of any development effort a great deal of time is spent working

directly with HUD officials. Throughout the effort, a great deal of time is spent with three (3) primary agencies of County government; the Housing and Community Development Division, the Area Planning Board of Palm Beach County, and the Department of Planning, Zoning and Building.

Financial Characteristics

An operating budget is developed each fiscal year for each of the Authority's two (2) housing programs. The Authority's Section 23 and Section 8 Existing Housing Programs budgeted operating receipts and expenditures (subsequent to HUD's modifications) are discussed in this section.

Total operating receipts from the Section 23 Program, excluding HUD's contribution, are largely comprised of dwelling and non-dwelling rental income, excess utilities, interest and other income. Total operating receipts, as budgeted for fiscal years 1978, 1979 and 1980 were \$179,544, \$186,312 and \$191,900, respectively. These figures represent a 3.64% increase between 1978 and 1979 levels, and a slightly lower increase of 2.92% between the 1979 and 1980 levels.

Total operating expenditures were budgeted at \$658,510 in 1978 and \$675,530 in 1979. Budgeted operating expenditures for 1980 totalled \$692,830. These figures represent a 2.52% increase from 1978 to 1979 and a 2.5% increase from 1979 to 1980. Total operating expenditures are broken down into three (3) categories: routine, non-routine and other.

Routine expenditures (as depicted in TABLE 10) include the following: 1) Administration (salaries and other expenses); 2) Tenant Services (salaries, recreation, publications, contract costs, training and other programs); 3) Utilities (utility costs and labor); 4) Ordinary Maintenance and Operations (labor, materials and contract costs); 5) Protective Services (labor, materials and contract costs); and 6) General Expenses (insurance, payments in lieu of taxes, terminal leave payments, employees benefit contributions, and collections of leases).

TABLE 10

<u>ROUTINE EXPENDITURES:</u>	<u>PALM BEACH COUNTY HOUSING AUTHORITY</u>		
	<u>(In Percent)</u>		
	1978	1979	1980
Administration	39.35	37.83	38.76
Tenant Services	4.36	4.48	4.63
Utilities	19.95	20.21	19.85
Ordinary Maintenance & Operation	28.45	29.09	27.38
Protective Services	.07	.04	.00
General Expenses	7.78	8.34	9.35
TOTAL	100.00	100.00	100.00

SOURCE: Palm Beach County Housing Authority, 1979.

-Routine expenditures constituted 38.05% of the budgeted total operating expenditures in 1978, 38.79% in 1979, and 39.24% for 1980.

Non-routine expenditures include extraordinary maintenance expenses, replacement of equipment, and additions. Non-routine expenditures constituted 1% or less of the budgeted total operating expenditures in 1978, 1979 and 1980 (See TABLE 10).

TABLE 11

NON-ROUTINE EXPENDITURES: PALM BEACH COUNTY HOUSING AUTHORITY
(In Percent)

	1978	1979	1980
Extraordinary Maintenance	27.09	32.55	.00
Replacement of Equipment	29.67	16.40	14.37
Additions	16.12	51.04	40.00
Other	<u>27.09</u>	<u>0.00</u>	<u>45.62</u>
 TOTAL	 100.00	 100.00	 100.00

SOURCE: Palm Beach County Housing Authority, 1979.

Operating expenditures in the Section 23 Housing Program also include a line item for "Rents to Owners of Leased Dwellings." This is the Authority's leasing expense for the Section 23 units at Dyson Circle in West Palm Beach and the units in South Bay. The 1978 expense was 61.38% of the budgeted total operating expenditures, the 1979 expense was 59.83% and the 1980 expense is projected at 60.19%. This expense actually serves toward paying off the bonds originally sold to finance the construction of these units. At such time as all bonds are paid, the Authority will own the Section 23 units.

The Authority estimated that the deficit prior to HUD contributions (i.e., basic annual contribution (payment on leased units) and an operating subsidy) was 72.73% for 1978, 72.42% for 1979, and 72.30% for 1980. The deficits are high due to the amounts payable in "Rents to Owners of Leased Dwellings." The Authority has projected that 73% of the 1980 deficit will be relieved by HUD basic annual contribution, an additional 21% eliminated by operating subsidy and the remaining 6% by operating reserves. Operating subsidy was initially authorized by the Housing and Urban Development Act of 1969. Currently, these funds are being provided through a mechanism known as the Performance Funding System (PFS). The PFS is designed to provide the amount of operating subsidy which would be needed for well-managed projects. The amount of subsidy is determined by the difference between the Authority's projected expenses and its projected operating income. Thus, the HUD subsidy can be utilized to dissolve a projected deficit. At the same time, however, part or all of the subsidy may be utilized to augment an Authority's operating reserve, although the PFS does not specifically provide operating subsidy for this purpose.

The Authority's Section 8 Existing Housing Program budget is prepared and submitted to HUD as an estimate of total required annual contributions to operate the program. The contributions from HUD are largely passed on to private landlords in the form of a Housing Assistance Payment while a small portion is retained by the Authority to cover the cost of administering the program.

The format of the Section 8 budget consists of the maximum annual contributions available, including any reserve funds from the previous fiscal year and an estimate of required annual contributions to operate the program. An estimated total annual contributions available is computed as the sum of the maximum annual contributions authorized plus an estimated account balance (reserve) at the end of the current fiscal year. The Authority's estimate of required annual contributions was computed as the sum of expenses for housing assistance payments (90.50%), and an administrative fee (9.5%).

In fiscal year 1980, the Authority was budgeted to receive almost \$3 million in Section 8 funds for existing housing. For the last year and a half, Section 8 existing funds have not been totally utilized by the Authority due to a lack of available units for leasing.

The Authority's management of the Wedgewood Section 8 New Construction units does not require a HUD approved budget for annual operation. Instead, a 20-year housing assistance payments contract between HUD and the owner provides the basis for the annual operating budget. The operating budget also provides for the Authority's administrative fee, the cost of an annual audit in addition to other necessary expenses.

Service Characteristics

The Palm Beach County Housing Authority serves approximately 200 households through its Section 23 Public Housing Program. These households were admitted to the Public Housing Program according to established admission policies and procedures. Within the Authority's Section 23 Program admission policies, basic requirements such as eligibility and tenant selection criteria, occupancy standards, and provisions for the leasing of dwelling units are addressed. Applicants must satisfy prescribed socio-economic eligibility requirements before the Authority will consider them as tenants.

As a major concern, the Authority attempts to avoid concentrations of the most economically and/or socially deprived families in each of its projects. The Authority also attempts to maintain a tenant body composed of families with a broad range of incomes and rent-paying ability. The Authority's intent is that the range of incomes be generally representative of the lower-income families in the Authority's area of operation. First admission preference is given to families displaced by governmental action or whose dwelling has been extensively damaged or destroyed as a result of a declared disaster. Second preference is given to families not qualifying as displaced.

Within each preference group priority is given to families within appropriate rent ranges having the most urgent need. Urgency is determined by a rating system which evaluates the applicant's living conditions. In addition to considering displacement and whether the family is without or soon to be without housing, the rating process looks at the location and physical condition of the unit including the water supply, sewage system, toilet, bath, kitchen, electrical and heating facilities, and ventilation.

To avoid overcrowding and wasted space dwellings are leased in accordance with the occupancy standards reflected in TABLE 12.

TABLE 12

OCCUPANCY STANDARDS: PALM BEACH COUNTY HOUSING AUTHORITY

<u>Number of Bedrooms</u>	<u>Number of Persons</u>	
	<u>Minimum</u>	<u>Maximum</u>
1	1	2
2	2	4
3	4	6
4	6	8
5	8	10

SOURCE: Palm Beach County Housing Authority, 1980.

To facilitate the leasing of dwelling units a lease agreement is entered into between the Authority and each of its tenant families. The lease is to be kept current and is to reflect the rent being charged, unit occupied and the conditions governing occupancy, including provisions for cancellation. The eligibility of each family is re-examined periodically, elderly families once every 24 months, non-elderly families once every 12 months.

As a mechanism for settling differences between tenants and the Authority, a grievance procedure is available to families in the Section 23 Housing Program. According to the procedure, all grievances and complaints are first presented to the Authority's central office. At this point they are discussed informally and, if possible, settled without a hearing. If the complainant desires a hearing, a written request is made to the Authority. The matter is then presented before an impartial disinterested hearing officer and/or a hearing panel for final disposition. The hearing officer is selected jointly by the complainant and the Authority.

A tenant organization for families in the Section 23 Program was formulated at both sites in 1975. Since then, however, these organizations have become defunct. Efforts, under the direction of the Authority's community services coordinator, are currently underway to reactivate these organizations.

The Authority's waiting list for the Section 23 Program currently consists of over 1,100 families, 900 for the Dyson Circle site and 200 for the South Bay site.

The executive director expressed dissatisfaction over the current level and variety of services available to the families in the Section 23 Program. However, under the direction of the Authority's community services coordinator, several services are being provided through both public and private non-profit agencies within the County. Activities sponsored by the Authority include assisting needy families in securing food stamps and other social service needs. The Authority also solicits food donations and funds to aid some families in making rent payments. At Thanksgiving food baskets are given to needy families and at Christmas trees and toys which have been donated are also distributed. From donations throughout the year, distributions are made and occasional rummage sales are held.

The Authority also sponsors and provides uniforms for a baseball and a softball team at the South Bay site. An Optimum Growth Program which aids children with mental illnesses is sponsored by the South County Mental Health Association. Through the Urban League of Palm Beach County CETA youth employment and training programs are available. A college awareness program is also available. The Palm Beach County Cooperative Extension Service sponsors a 4H Club and other youth programs are provided by the Youth Service Bureau. Former programs include Project UP, a trauma rehabilitation program, Big Brothers, Boy and Girl Scouting, and a satellite office of the Palm Beach County Department of Social and Economic Services (previously the Welfare Department). The Authority is presently trying to get playgrounds at both sites through the County's CDBG Program.

Transportation services constitute the Authority's biggest problem in the area of service to tenants. All major medical, shopping, and social and recreational entertainment facilities are located far beyond walking distance, particularly from the Dyson Circle site. The Authority is currently receiving transportation assistance from Operation Concern and RSVP. The central office of the community services coordinator is located at the Dyson Circle site in West Palm Beach. A branch office is also located at the South Bay site.

The Authority's maintenance program for the Section 23 units is aimed at the upkeep of these units including appliances and electrical and plumbing fixtures. In the case of occupied units, the most common service required involves window and screen replacements, refrigerator and stove repairs, and minor plumbing problems. Out of each week, Monday has the heaviest influx of service requests. The Authority also has a weekly pest and mosquito control program. Immediately after each vacancy, the unit is cleaned, painted, and fumigated. In the case of requests for inside painting, tenants can be supplied paint and do the work themselves if they so desire. Ground maintenance is the responsibility of the Authority. The Dyson Circle site is the headquarters of the maintenance personnel. The site manager and the community services coordinator are on 24-hour call. At the South Bay site the site manager and a maintenance mechanic are on 24-hour call.

The executive director feels that although the acceptability of public housing is improving there is still some resistance being felt. He suggested the need to educate the public as to the goals and objectives of the public housing program. He noted that the acceptability of public housing has been greatly enhanced by trends toward smaller projects and the increasing extent to which public housing blends with non-public housing.

Security has not been a problem for the Authority. Only occasional vandalism in vacant units has been experienced and no recent reports of security problems have been received from tenants. All families have been advised to practice a "buddy system" of looking out for each other.

In addition to the 200 households served through its Section 23 housing program, the Palm Beach County Housing Authority also serves 656 households through its Section 8 Existing Housing Program. The Authority's Section 8 Program is governed by an Equal Opportunity Housing Plan (EOHP) and an Administrative Plan, both of which define the program's policies and procedures. Primarily, the EOHP is designed to demonstrate the Authority's intent to administer the program on a non-discriminatory basis in the selection of participating families and in the provision of services. The EOHP also addresses the Authority's intent to promote a wide choice of housing opportunities of minorities and female-headed households. The EOHP also includes procedures for the briefing of certificate holders and a procedure by which to address discrimination against certificate holders. The Administrative Plan, in addition to outlining the program's policies and procedures, defines the duties of the Section 8 staff and addresses complaints by families under contracts and evictions.

For each household admitted to the program certification of eligibility is determined through an application interview. The applicant's income is the principal criteria followed by the applicant's current housing conditions. After eligibility certification, a Certificate of Family Participation is issued based on the following priorities:

- 1) families displaced and disabled;
- 2) on first come basis:
 - families living in substandard housing;
 - families living in overcrowded conditions; and
 - families paying over 25% of their net income for rent.

As a goal, at least 30% of the Authority's Section 8 households will be families who qualify as very low-income families. Subsequent to the issuance of a Certificate of Family Participation, it is the family's responsibility to find suitable housing and to negotiate a lease with the landlord. Under HUD's "Finders-Keepers" policy the unit the family is occupying at the time the certificate is issued may be eligible for Housing Assistance Payments if it qualifies as existing housing. Upon request the Authority provides assistance in finding units to families who, because of age, handicap, or other reasons, are unable to locate suitable housing. Assistance is also provided to families who allege discrimination. Families are given a copy of the standard housing form which notes the criteria for acceptable housing to aid them in identifying suitable housing. Suggestions are also given to certificate holders on methods of locating suitable housing, and the Authority maintains a list of owners who have units available.

After approving the unit and the lease, the Authority executes a Housing Assistance Payments Contract. Immediately prior to the rent due date, the Housing Assistance Payment is mailed to the landlord. The Housing Assistance Payment covers the difference between the Contract Rent and the portion payable by the family. The eligibility of non-elderly families is recertified annually. The eligibility of elderly families is recertified bi-annually.

The grievance procedure available to tenants under the Section 23 Program is not available to tenants under Section 8. Tenants under the Section 8 Program are instructed to notify the Authority if they should have a complaint against the landlord for non-compliance with the lease or contract. After receiving such notice and an investigation is conducted which determines that the landlord is in non-compliance with the contract or lease, the landlord is notified by the Authority in writing as to the results of the investigation and the need to take corrective action. Every possible effort is made by the Authority to settle the complaint without the Authority exercising its option of terminating the Housing Assistance Payment and relocating the family.

Although tenant organizations are provided for residents in conventional public housing and Section 23 housing, HUD guidelines do not provide for tenant organizations for Section 8 Existing Housing Program residents.

In establishing its waiting list for the Section 8 Program, applications are dated, timed, numbered, and filed by unit size. Currently the waiting list consists of over 1,200 families.

The Section 8 Program also does not provide for any social or recreational services or facilities for tenants. The landlord is obligated to provide only those services, maintenance, safety features, and utilities agreed upon under the HAP contract. The landlord is also subject to the conditions and provisions of Florida's Landlord and Tenant Law, F.S. 83.

Belle Glade Housing Authority

The City of Belle Glade is situated in western Palm Beach County. The 1978 population estimate for the City was 17,380, with minorities comprising 54% of the population. In 1977, it was estimated that 65% of the City's families had incomes that were less than 80% of the median family income for Palm Beach County. In 1979, there was an estimated 6,060 dwelling units in the City of Belle Glade.

The City's housing needs are addressed from a broad perspective through the City's CDBG Program. The City's HAP establishes housing objectives such as rehabilitation, public housing, or rent supplements for the City's lower-income households. This HAP enables the City to receive federal housing assistance funds. The City's CDBG Program has designated Neighborhood Strategy Areas (NSA) upon which to concentrate its housing assistance programs. There are presently no direct linkages between the efforts of the Belle Glade Housing Authority and the Belle Glade CDBG Program. This is due, in part, to the fact that the Belle Glade Authority is funded through the Farmers Home Administration (FmHA) and has no direct linkage to HUD programs.

Physical Characteristics

The Belle Glade Housing Authority currently has 632 units of farm labor housing under its management (See TABLE 13). These 632 units are divided between two (2) project sites.

The Osceola Center, located at the intersection of "L" Street and N.W. 12th Street is the location of the Authority's central administrative office, and consists of 236 units. The Center's initial housing stock of frame construction was built in the late 1930s and early 1940s. Dwelling units of concrete and block construction were built in 1961. The Osceola site consists of a mixture of single family detached units of frame construction, duplexes (most of which are CBS structures) and multi-family units. These are all ground level units. The CBS structured units appear to be in good condition. However, several of the units of frame construction, which comprise the majority of the units, have visible signs of disrepair (e.g., missing pieces of exterior siding, doors needing replacement, and widespread need for paint). This is due, in part, to the age of these structures. Also, the plumbing beneath many of the units is readily visible. This condition is attributed to the "continuing decomposition of the muck upon which the units were built." The site is landscaped, and is largely without sidewalks, although it has abundant open space. A few dumpsters facilitate refuse collection.

Osceola facilities include a social hall and play area with a basketball court and climbing bars. A grocery store and public phones are also available. An open ditch on the Project's north side is the source of potential hazard. The Project is also partially bordered by a thickly wooded area on its east and west sides. Most of the Osceola households are minority families. As reflected in TABLE 13, most of these households are small to medium in size.

TABLE 13

BELLE GLADE HOUSING AUTHORITY

NUMBER OF DWELLING UNITS						
Dwelling Unit Sizes	TOTAL	Household Types			Units in Incorporated Area	Units in Unincorporated Area
	632	Elderly	Handicapped	Minority		
Eff.	105	97			28	77
1-BR	215				133	82
2-BR	151				54	97
3-BR	136		NA		21	115
4-BR	25				-	25
5-BR	-				-	-
6-BR	-				-	-
TOTAL	632	97		397	236	396

SOURCE: Belle Glade Housing Authority, 1979.

The Okeechobee Center, consisting of 396 units, is located outside the City's corporate boundary at the intersection of State Road 715 and State Road 80. The Center's initial housing stock of frame construction was built in the late 1930s and the early 1940s. Dwelling units of concrete and block construction were built in 1961. The Okeechobee site consists of a mixture of single family detached units of both frame and CBS construction, frame and CBS duplexes, and multi-family units. The CBS structured units appear to be in good condition. However, several of the frame units have visible signs of disrepair (e.g., missing pieces of exterior siding, doors needing replacement, and a widespread need for paint). Also, the plumbing beneath many of the units is readily visible due to continuing subsidence. Several streets including parking areas have recently been repaved.

The site is not landscaped, and is without sidewalks. Offstreet parking is available, lighting appears adequate, and several dumpsters are available at the site for refuse collection. Public telephones are also available. Facilities on the grounds include a social hall, a grocery store, a child care center operated by the Florida Farm Workers' Council (formerly Community Action Migrant Program, Inc.), a rent collection office, and a play area consisting of a basketball court.

Sources of potential hazards are represented by several dilapidated and abandoned units of frame construction. Some of these units were partially destroyed by fire. A small open canal along the Project's east and west sides and an open and blighted ditch running completely through the northern half of the Project also represent areas of potential hazards.

Recognizing a need to improve the quality of its housing and the general appearance of its sites, the Belle Glade Housing Authority is preparing to initiate an extensive modernization program. Planned improvements will primarily involve the replacement of at least 160 frame construction units. According to the FmHA District Office, funds totaling some \$5 million will soon become available to implement this program. The program is expected to begin in early 1980.

Organizational Characteristics

In the absence of established and adopted by-laws, the operations of the Belle Glade Housing Authority are guided solely by Florida Statutes, Chapter 421. The Authority's basic organizational structure consists of a Board of Commissioners and its administrative staff. The Authority's officers are a Board chairman, a vice chairman, and a secretary (executive director). The Authority's Commissioners are appointed by the Belle Glade City Council for a term of four (4) years. The basic powers and responsibilities of all housing authorities are cited in Florida Statutes Chapter 421.08 (See Chapter III, page 28).

The executive director is appointed annually by the Authority. The executive director supervises the management and administration of the Authority, and he is also charged with the management of the Authority's housing projects. As deemed necessary in order to exercise its powers, duties and functions, the Authority may employ personnel in addition to the executive director.

According to the executive director, the staff enjoys an excellent relationship with the Authority's Board of Commissioners. The Board's cooperativeness was cited as a chief virtue.

The current executive director of the Belle Glade Housing Authority has served in that capacity since mid-1976. Prior to becoming the Authority's executive director, he accumulated experience primarily in the field of hospital management. He is currently a member of the Florida Association of Housing and Redevelopment Officials in addition to the Southeast Florida Housing Association Authority Directors. The executive director currently serves as the president of the Southeast Florida Housing Authority Directors.

The staff of the Belle Glade Housing Authority consists of twenty-seven (27) full-time employees (See FIGURE V). Nineteen (19) members of the staff are minorities. There are also twenty-four (24) tenants on the staff, nineteen (19) of whom are minorities. The Authority's legal assistance is provided through a local law firm.

Satisfaction was expressed concerning the current level of staff performance in addition to the size of the present staff. Due to budgetary constraints, all staff training is performed "in-house" and the Authority maintains a very low and stable turnover rate. The executive director added that employee tenure averages about seven (7) years. Staff members are involved in decision-making to the greatest extent possible.

The Authority's relationship with the FmHA District Office, located in West Palm Beach, requires the submittal of monthly reports, the annual submittal of an operating budget for review and approval, and an annual audit by an independent accountant. FmHA also conducts an annual inspection of the housing sites.

With respect to the question of tenant participation in policy-making through membership on the Board of Commissioners, the executive director explained that such a decision is the Board's prerogative and that he would support any decision from the Board. However, the executive director feels that tenant participation in management through employment with the Authority is a positive management practice. Currently, 89% of the Belle Glade Housing Authority's staff are tenants.

The executive director indicated that in the day-to-day management of the Pahokee Housing Authority his time is not allocated based on any organized pattern; he simply addresses problems as they arise.

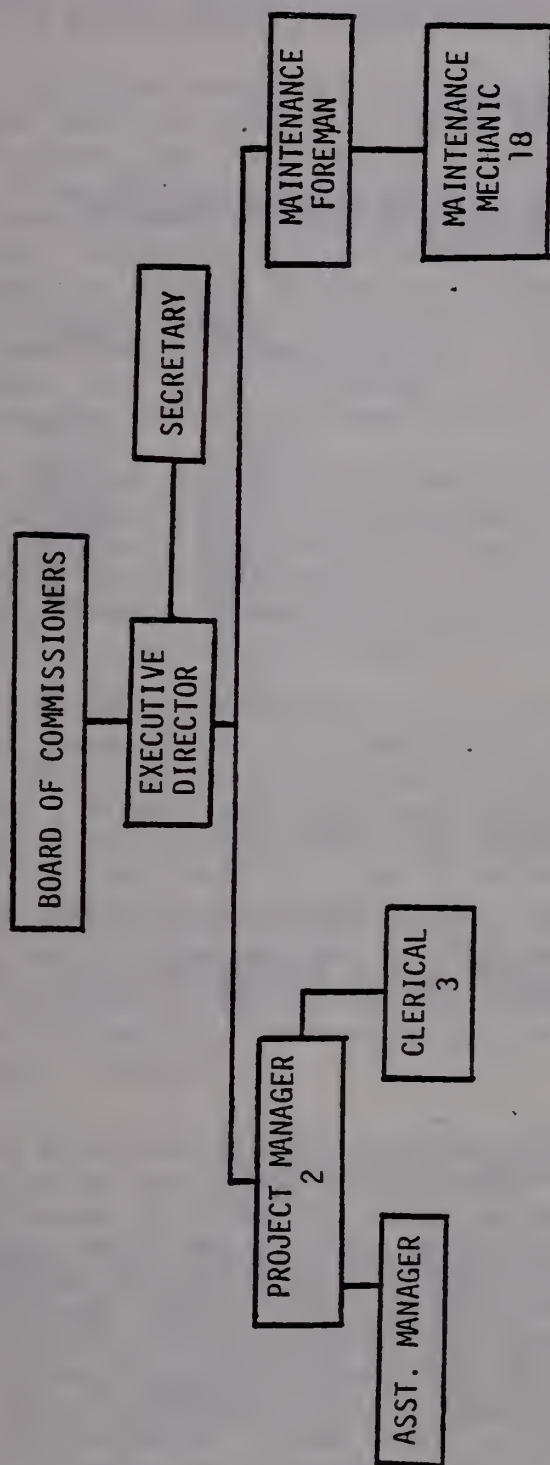
Financial Characteristics

The Authority develops an operating budget for each fiscal year. The Authority's budgeted operating receipts and expenditures for fiscal years 1979 and 1980 prior to FmHA's review and approval are discussed in this section. The FmHA budget review process was basically conducted to make sure adequate amounts are budgeted to properly maintain the operation and to ensure that maximum rents are not exceeded.

The Authority's operating receipts are comprised solely of dwelling rental income. Budgeted operating receipts for 1979 and 1980 totalled \$810,850 and \$857,750, respectively. The 1980 figure represents a 5.47% increase over the previous year.

BELLE GLADE HOUSING AUTHORITY ORGANIZATIONAL CHART

FIGURE V



Source: Belle Glade Housing Authority, 1979.

As a matter of practice, the Authority's total operating expenditures either do not exceed or are equal to the total operating receipts. This practice is largely attributable to the fact that no operating subsidy is provided by FmHA. In both 1979 and 1980 budgeted expenditures were the same as budgeted receipts. Operating expenditures include the following six (6) factors: 1) Salaries and Wages, 2) Utilities, 3) Maintenance, 4) Insurance, 5) Taxes, and 6) Other Expenses (See TABLE 14).

TABLE 14

Operating Expenditures: Belle Glade Housing Authority
(In Percent)

	<u>1979</u>	<u>1980</u>
Salaries and Wages	30.51	30.86
Utilities	22.26	21.04
Maintenance	36.12	37.59
Insurance	7.95	7.51
Taxes	2.46	2.33
Other Expenses	<u>.67</u>	<u>.64</u>
	100.00	100.00

SOURCE: Belle Glade Housing Authority, 1980.

A major expense of the Authority, which is built into the maintenance account, is an annual payment to FmHA on the principle of the loan made to the Authority in 1961. In the 1980 budget, this payment constituted 16% of the total budgeted for operating expenditures.

Service Characteristics

The Belle Glade Housing Authority serves approximately 632 households through its farm labor housing program. These households were admitted to the program according to the provisions of a lessee agreement and Authority regulations which largely pertain to maintenance and tenant safety. The lease primarily reflects the rent being charged, unit occupied and the conditions governing occupancy including provisions for cancellation. The principal requirement for admission eligibility and continuing occupancy is employment in agricultural work. Currently, the Authority's waiting list (pool of eligible applicants) consists of over 70 families. Most of these families, according to the executive director, are seeking the Authority's larger units. During the winter months the waiting list is longer due to the in-migration of agricultural workers.

A formal grievance procedure for settling differences between tenants and the Authority is not currently available and, according to the executive director, the Authority has yet to have need for such a procedure. A tenant organization for the Belle Glade Housing Authority is presently in the formative stage. The executive director feels that his high visibility and open lines of communication with tenants may ultimately preclude the need for a tenant organization.

Currently, no social or recreational services are provided by the Authority and, according to the executive director, tenants have not requested any such services since the extra cost would have to be borne by the tenants. Some services are, however, being provided by at least one community organization, the Florida Farmworkers' Council (formerly Community Action Migrant Program, Inc.). At the Okeechobee Center, child day care including a child study program area is available through the Florida Farmworkers' Council. The facility which is provided by the Authority contains a play area equipped with various pieces of playground hardware (e.g., swings, slides, climbing bars, etc.). Also, at the Okeechobee Center, the Florida Farmworkers' Council staff organizes various recreational programs during the summer months.

The maintenance program of the Belle Glade Housing Authority is aimed at the upkeep of the Authority's units including appliances, electrical, and plumbing fixtures. In the case of occupied units, the most common services required involve window and screen replacements, refrigerator and stove repairs, and minor plumbing problems. According to the Authority's rules and regulations, all units are subject to a monthly inspection.

Groundskeeping is the responsibility of the Authority. Tenants, however, are responsible for upkeep of the area immediately surrounding their place of residence. Proper upkeep of the units, according to the executive director, is one of the Authority's biggest problems due to the age of many of the units. The Osceola Project is the headquarters of the maintenance personnel. The executive director indicated that there have been no recent reports of security problems from tenants in either of the projects.

It is felt that farm labor housing in the City of Belle Glade is well accepted. This feeling is largely attributed to the agricultural environment, and the well established presence of low rent/housing in addition to the large population of low-income persons.

Pahokee Housing Authority

The City of Pahokee is situated in the northwestern part of Palm Beach County in the Glades area. The City's 1978 population is estimated at 5,415 with minorities comprising nearly 50% of the population. The City's median family income in 1970 was \$6,847. The comparable figure for Palm Beach County was \$9,112. This implies that the average family income in the City was less than the countywide moderate income in 1970.

The City of Pahokee is currently a participant in the Palm Beach County CDBG Program. While the CDBG Program addresses housing needs from a broad perspective, it includes a HAP which specifically addresses such needs as rehabilitation, public housing, and rent supplements for the City's lower-income

households. In Pahokee, the County program has designated a Neighborhood Strategy Area (NSA) as the focus of specific housing assistance programs. Currently, the relationship between the Pahokee Housing Authority and the Palm Beach County CDBG Program is limited to the development of the HAP. However, two (2) of the Authority's projects are benefiting from County community development activity even though they are not located in the NSA. Curb and gutter construction is presently underway and plans also call for the repaving of selected streets. This work began in 1978, and is expected to be completed in 1980. No further improvements from community development are expected since current regulations prohibit the use of funds outside NSA's.

Physical Characteristics

The Pahokee Housing Authority currently has 515 units of conventional public housing under its management. These units are divided between four (4) project sites (See FIGURE VI). The composition of units in these four (4) sites is depicted in TABLE 15.

TABLE 15

PAHOKEE HOUSING AUTHORITY PROJECTS

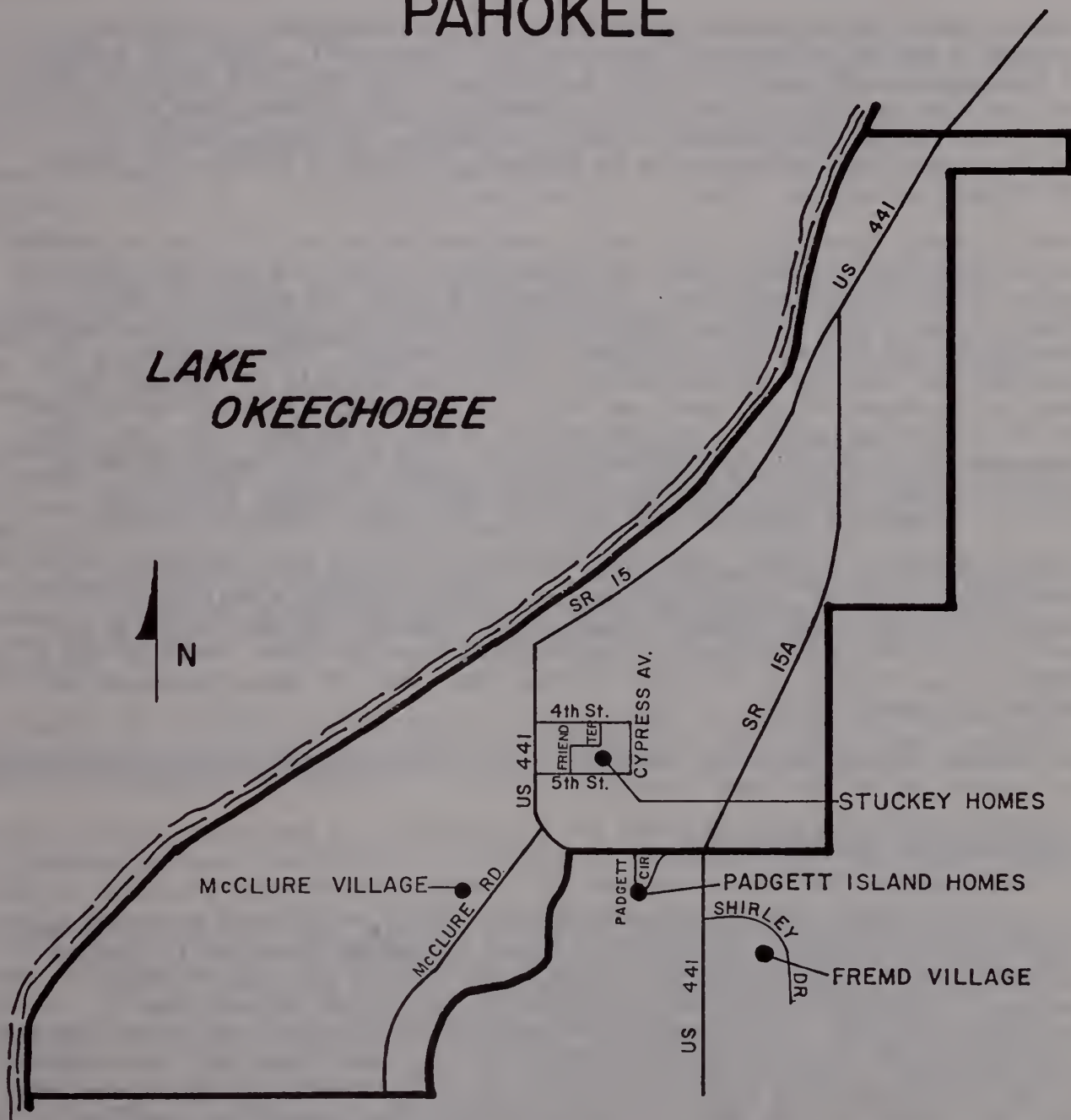
	Eff.	1 BR	2 BR	3 BR	4 BR	5 BR	6 BR	TOTAL
Stuckey Homes	-	4	16	16	4	-	-	40
McClure Village	-	15	27	27	6	-	-	75
Padgett Island Homes	20	44	55	55	20	5	1	200
Fremd Village	-	18	74	74	28	5	1	200
TOTAL								515

Source: Pahokee Housing Authority, 1979.

The Stuckey Homes Project, the location of the Authority's administrative office, consists of 40 units. It was built in 1953 and is located between Friend Terrace and Cypress Avenue. The Stuckey Homes site consists of CBS duplexes which appear to be in good condition. The Project, which is landscaped, has abundant open space, is bordered by sidewalks with internal access provided by walkways. Offstreet parking is available and lighting appears adequate. Within the site there is a play area with swings, a slide, and a basketball court. Recreation space is also provided by a city ball park located immediately to the south of the Project. Several dumpsters at the site facilitate refuse collection. Most of the Stuckey Homes households are minority families. As reflected in TABLE 14, most of these families are medium in size.

McClure Village, consisting of 75 units, was constructed in 1958 and is located on McClure Road. This site consists mainly of duplex units with a few single family units. These units are all CBS structures which appear to be in good

PUBLIC HOUSING SITES PAHOKEE



Source: Pahokee Housing Authority, 1979.

condition. The Project is landscaped, has abundant open space and is completely sidewalked with internal access provided by walkways. Offstreet parking is available and lighting appears adequate. The Project's play area is equipped with swings and a slide. Refuse collection is provided by dumpsters located within the Project. A long open ditch along the Project's north side makes for a potentially hazardous area. Most of the households at the McClure Village site are small and medium size minority families.

Padgett Island Homes, consisting of 200 units, was constructed in 1970 and is located in the unincorporated area along U.S. Highway 441. This site consists of a mixture of CBS row housing and duplexes. All of the units appear to be in good external condition. The site is landscaped, has abundant open space and is completely sidewalked including internal walkways. Offstreet parking is available and lighting appears to be adequate. Dumpsters provide for refuse collection.

Fremd Village, consisting of 200 units, was constructed in 1971, and is located in the unincorporated area near U.S. Highway 441. This site consists mostly of ground level multi-family units. These units are all CBS structures which appear to be in good external condition. The Project is landscaped, has abundant open space, and is completely bordered with sidewalks. Offstreet parking is available and lighting appears adequate. Although there is no equipped play area, an abundance of open space on the Project's north side could be utilized for recreation activities. For the elderly, a Senior Citizens' Busy Bee Club, sponsored by the Florida Farmworkers' Council (formerly the Community Action Migrant Program, Inc.), is operated out of a facility located within the Project. Dumpsters located within the site facilitate refuse collection.

Several streets and curb areas within the Project are in need of repair. As previously indicated, these conditions are currently being rectified with funding from the County Community Development Program. An open canal on the west side of the site represents a potentially hazardous area. Most of the Fremd Village households are minority families. Most of these households are medium to large in size.

The Pahokee Housing Authority presently has no plans for the future construction or acquisition of additional units.

Organizational Characteristics

The by-laws of the Pahokee Housing Authority indicate that the Authority's basic organizational structure consists of a Board of Commissioners and its administrative staff. The Authority's officers are a Board chairman, a vice chairman, a secretary-treasurer (executive director), and an assistant secretary-treasurer. The Authority's Commissioners are appointed by the Pahokee City Council for a term of four (4) years. At its annual meeting, the Authority elects a chairman and a vice chairman from among the Commissioners. These officers hold office for one year or until successors are elected and qualified. The basic powers and responsibilities of all housing authorities are cited in Florida Statutes Chapter 421.08 (See Chapter III, page 28).

The executive director is appointed by the Authority. He supervises the management of the Authority's housing projects. As deemed necessary in order to exercise its powers, duties and functions, the Authority may employ personnel in addition to the executive director. The by-laws of the Authority provide for three types of meetings: annual, regular, and special meetings. In all meetings of the Authority, a quorum is obtained by the presence of a majority of its five commissioners. Voting is done by roll call. The staff enjoys a highly cooperative relationship with the Authority's Board of Commissioners.

The current executive director of the Pahokee Housing Authority has served in that capacity since August 1978. He received training in public housing management as the Authority's assistant director from 1968 to 1970 when he became the acting executive director. He served as the acting executive director until 1974, he left the Authority and returned in 1978. The executive director is currently a member of the National Association of Housing and Redevelopment Officials in addition to the Florida Association of Housing and Redevelopment Officials.

The administrative staff of the Authority consists of 18 permanent full-time employees and one temporary full-time employee from the CETA Program (See FIGURE VII). Twelve (12) members of the staff are minorities, all are black. There are also twelve (12) tenants on staff. The Authority's legal assistance is provided through a local law firm.

Satisfaction was also expressed with the present quality of the staff's performance. The various, HUD, NAHRO, and FAHRO sponsored training conferences, which are attended by appropriate staff members, were credited as playing a major role in the staff's continuing development. To the greatest extent possible staff members are involved in decision-making. Concern, however, was also expressed over the inadequate level of service and the need for additional personnel. Recently, a proposal was submitted to the Palm Beach County CETA Program requesting 30 positions: 5 social workers, 18 maintenance workers, and 7 painters.

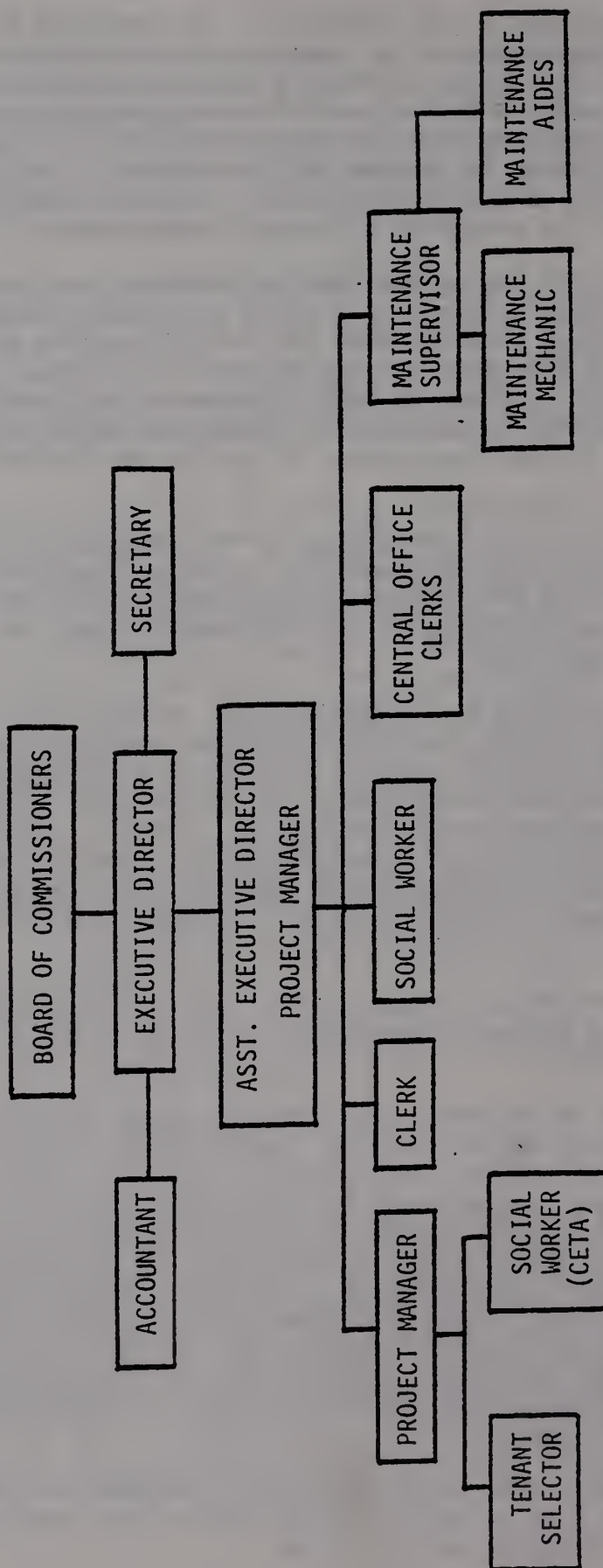
The quality of the staff's performance is also partly attributed to a successful relationship with the HUD Area Office in Jacksonville. It is felt that the HUD staff is cooperative and helpful.

The executive director had no objections on the issue of tenant participation in policy-making through membership on the Board of Commissioners. Since 1976 the Authority has had a tenant Commissioner. The executive director indicated that having a tenant on the Board of Commissioners has improved the overall effectiveness of the Board. The executive director feels that the participation of a tenant enhances the Board's awareness of the realities of tenant life in public housing. The executive director also expressed a favorable attitude toward tenant participation in management through employment with the Authority. As a major advantage he pointed to an increased awareness of the needs and problems of tenants. In many instances, small situations are defused before they become large problems. Currently, 66.6% of the Authority's staff are tenants and the executive director is a former tenant.

The executive director indicated that in the day-to-day management of the Pahokee Housing Authority his time is not allocated based on any organized pattern; he simply addresses problems as they arise.

PAHOKEE HOUSING AUTHORITY ORGANIZATIONAL CHART

FIGURE VII



Source: Pahokee Housing Authority, 1979.

Financial Characteristics

The Authority develops an operating budget for each fiscal year. The Authority's budgeted operating receipts and expenditures for fiscal years 1978, 1979 and 1980 prior to HUD's modifications, are discussed in this section.

The Authority's total operating receipts, excluding HUD's contributions, are comprised of dwelling rental income including excess utilities, interest on general fund investments, and other receipts. The Authority's operating receipts, as budgeted, totalled \$448,110 for 1978 and \$415,110 for 1979. Budgeted operating receipts for 1980 (the current fiscal year, ending June 30, 1980) totalled \$401,820. These figures suggest a trend of decreasing budgeted operating receipts: a 7.37% decrease from 1978 to 1979 and a 3.21% decrease from 1979 to 1980.

Total operating expenditures were budgeted at \$611,200 in 1978 and \$723,310 in 1979. Budgeted operating expenditures for 1980 totalled \$666,450. These figures represent an increase from 1978 to 1979 by 15.5% and a decrease from 1979 to 1980 by 7.87%. Total operating expenditures are broken down into three (3) categories: routine, non-routine, and other.

Routine expenditures (as depicted in TABLE 16) include the following:

1) Administrative (salaries and other expenses); 2) Tenant Services (salaries, recreation, publications, contract costs, training, and other programs); 3) Utilities (utility costs and labor); 4) Ordinary Maintenance and Operations (labor, materials and contract costs); 5) Protective Services (labor, materials and contract costs); and 6) General Expenses (insurance payments in lieu of taxes, terminal leave payments, employees benefit contributions, and collections of leases).

TABLE 16

ROUTINE EXPENDITURES: PAHOKEE HOUSING AUTHORITY
(In Percent)

	<u>1978</u>	<u>1979</u>	<u>1980</u>
Administration	16.63	16.25	16.72
Tenant Services	.16	1.25	1.68
Utilities	35.85	34.46	32.15
Ordinary Maintenance and Operations	35.81	35.59	36.60
Protective Services	.00	.47	.45
General Expenses	<u>11.62</u>	<u>11.94</u>	<u>12.37</u>
TOTAL	100.00	100.00	100.00

SOURCE: Pahokee Housing Authority, 1979.

Routine expenditures constitute 87% of the budgeted total operating expenditures in both 1978 and 1979, and 98% for 1980.

Non-routine expenditures include extraordinary maintenance expenses, replacement of equipment, and additions (See TABLE 17). Non-routine expenditures constituted 13% of the budgeted total operating expenditures in 1978 and 1979, and 2% for 1980.

TABLE 17

<u>NON-ROUTINE EXPENDITURES:</u>	<u>PAHOKEE HOUSING AUTHORITY</u>		
	(In Percent)		
	1978	1979	1980
Extraordinary Maintenance	20.25	70.58	.00
Replacement of Equipment	71.82	29.41	94.02
Additions	<u>7.90</u>	<u>.00</u>	<u>5.97</u>
TOTAL	100.00	100.00	100.00

Source: Pahokee Housing Authority, 1979.

The Authority estimated that the deficit prior to the HUD contribution (i.e., operating subsidy) was 26.68% for 1978, 42.60% for 1979, and 39.70% for 1980. Operating subsidy was initially authorized by the Housing and Urban Development Act of 1969. Currently, these funds are being provided through a mechanism known as the Performance Funding System (PFS). The PFS is designed to provide the amount of operating subsidy which would be needed for well-managed projects. The amount of subsidy is determined by the difference between the Authority's projected expenses and its projected operating income. Thus, the HUD subsidy can be utilized to dissolve a projected deficit. At the same time, however, part or all of the subsidy may be utilized to augment an authority's operating reserve, although the PFS does not specifically provide operating subsidy for this purpose.

Service Characteristics

The Pahokee Housing Authority serves approximately 515 households through its conventional public housing program. These households were admitted to the public housing program according to established admission policies and procedures. Within the Authority's admission policies, basic requirements such as eligibility and tenant selection criteria, occupancy standards, and provisions for the leasing of dwelling units are addressed. Applicants must satisfy prescribed socio-economic eligibility requirements before the Authority will consider them as tenants.

The Authority's order of preferences is applied according to a rent range schedule in addition to residency categories. With respect to residency categories preference is given to families who have resided within a five (5) mile radius of Pahokee for a period of at least six (6) months. For families in this group,

first preference is given to displaced families. Among these families preference is given to families of disabled veterans followed by families of deceased veterans or servicemen then to families of other veterans or servicemen, elderly families, families who would be considered a minority for the purpose of integration, and then to other displaced families. Second preference is given to families not qualifying as displaced in the same order as listed above. In the same order applying to first and second preferences, subsequent preferences are given to families residing outside the five (5) mile radius of Pahokee, or to those who have not resided within the radius for the minimum length of time. Within each group consideration is given to the urgency of the applicant family's housing need. Urgency is determined by the date and time of application in addition to a rating system which evaluates the applicant's living conditions. The rating process looks at the location of the unit and its physical condition including the water supply, sewage system, toilet, bath, kitchen, electrical, and heating facilities, and ventilation.

Out of a central pool of eligible applications families are chosen and offered an appropriate unit at the project with the largest number of vacancies. To avoid overcrowding and prevent wasted space dwellings are leased in accordance with the occupancy standards reflected in TABLE 18.

TABLE 18

OCCUPANCY STANDARDS: PAHOKEE HOUSING AUTHORITY

Number of Bedrooms	Number of Persons	
	Minimum	Maximum
0	1	2
1	1	3
2	2	5
3	4	7
4	6	9
5	8	1
6	10	5

Source: Pahokee Housing Authority, 1980.

To facilitate the leasing of dwelling units, a lease agreement is entered into between the Authority and each of its tenant families. The lease is to be kept current and is to reflect the rent being charged, unit occupied and the conditions governing occupancy including provisions for cancellation. At least 20% of the dwelling units in each project must be occupied by very low-income families. The eligibility of each family is re-examined periodically, elderly families once every 24 months, non-elderly families once every 12 months.

Currently, the Authority's waiting list (pool of eligible applications) consists of over 140 families. Many of these families, according to the executive director, came from Belle Glade and South Bay due to housing shortages in those cities. The executive director believes that a large majority of the need for public housing within Pahokee is currently being met.

As a mechanism for settling differences between tenants and the Authority, a grievance procedure is available. According to the procedure, all grievances are first presented to the Authority's central office. At this point they are discussed informally and, if possible, settled without a hearing. If the complainant desires a hearing a written request is made to the Authority. The matter is then presented before an impartial disinterested hearing officer or hearing panel for final disposition. The hearing officer is selected jointly by the complainant and the Authority.

The Pahokee Housing Authority has one tenant organization which serves all of the projects. This organization grew out of a rural help committee which was initiated in 1972. In 1976 when HUD support was obtained, the committee became known as the Pahokee Housing Authority Tenant Organization. The organization, which has 35 to 40 active members, meets bi-weekly during the fall and winter, and weekly during the spring and summer.

The maintenance program of the Pahokee Housing Authority is aimed at the upkeep of the Authority's units, including appliances and electrical plumbing fixtures. In the case of occupied units, the most common service required involves window and screen replacements, refrigerator and stove repairs, and minor plumbing problems. Immediately after each vacancy the unit is inspected, cleaned, painted, fumigated, and re-inspected. An additional inspection is made with the new tenant family to ensure its satisfaction. Tenants are permitted to paint the inside of their units with their paint or with paint provided by the Authority. Tenants are not permitted to do any outside painting. A modernization program is currently underway involving external painting at the Padgett Island Homes and Fremd Village Projects while heater installations and electrical improvements are being carried out at the Stuckey Homes and McClure Village Projects. The Authority has three (3) maintenance mechanics on 24-hour call.

Groundskeeping is the responsibility of the Authority. Tenants, however, are responsible for cutting lawns around shrubbery and gardens. This is due to the Authority's difficulty in getting maintenance equipment in small areas. The executive director indicated that there have been no recent reports of security problems from tenants in any of the projects.

It is felt that public housing in the City of Pahokee is well accepted. This feeling is largely attributed to the well established presence of low rent/-public housing, as well as the general appearance of the Authority's projects.

Riviera Beach Housing Authority

The City of Riviera Beach is situated in east central Palm Beach County. The City's 1979 population was estimated at 28,564. In 1970, blacks accounted for 55.7% of the total population. Median family income in Riviera Beach in 1970 was \$7,677. During this same year, 20% of all families had incomes below the poverty level, most of these families were black.

The City of Riviera Beach is currently a participant in the Palm Beach County CDBG Program. While the CDBG Program addresses housing needs from a broad perspective, it includes a HAP which specifically addresses such needs as rehabilitation, public housing, and rent supplements for the City's lower-income households. In Riviera Beach, the County program has designated a Neighborhood Strategy Area (NSA) as the focus of specific housing assistance programs. There are no direct linkages between the Riviera Beach Housing Authority and the Palm Beach County CDBG Program.

Physical Characteristics

The Riviera Beach Housing Authority currently has 332 units under its management: 156 Section 23 units and 176 units under the Section 8 Housing Assistance Program (See TABLE 19). The Section 23 units comprise the Authority's IveyGreen Project located at 2014 West 17th Court.

Ivey-Green was constructed in 1976 and consists of ground level concrete block structures (CBS), duplexes, rowhouses, and a three-story multi-family unit. Visual inspection of the project found the units in good external condition. The Project is landscaped, has abundant open space and is sidewalked. Offstreet parking is available and lighting appears adequate.

Ivey-Green has a recreation center to the north and west and has a high hedge along the east and south to protect residents from potential hazards associated with a canal and wooded areas. Ivey-Green household types include 50 units for the elderly with the remaining units divided between medium and large families. Most all of these households are minority.

TABLE 19

RIVIERA BEACH HOUSING AUTHORITY

NUMBER OF DWELLING UNITS						
Dwelling Unit Sizes	TOTAL	Household Types			Units in Incorporated Area	Units in Unincorporated Area
	332	Elderly	Handicapped	Minority		
Eff.	10				10	
1-BR	62				62	
2-BR	75				75	
3-BR	19				19	
4-BR	10				10	
5-BR	-				-	
6-BR	-				-	
TOTAL	176	*	*	97	176	
Eff.	-				-	
1-BR	50	42	8		50	
2-BR	46				46	
3-BR	40				40	
4-BR	20				20	
5-BR	-				-	
6-BR	-				-	
TOTAL	156	42	8	147	156	

Source: Riviera Beach Housing Authority, 1980.

* Information not readily available.

In addition to these 156 units under Section 23, the Riviera Beach Housing Authority also manages a total of 176 units under the Section 8 Existing Program. These units are scattered throughout the community within the City's corporate limits. The Authority also has an interlocal agreement with the Palm Beach Housing Authority which allows these Authorities to enter into each other's operating area for the purpose of providing Section 8 Housing Assistance Payments. Only when Section 8 funds are exhausted in either operating area can the other housing authority enter.

Organizational Characteristics

The by-laws of the Riviera Beach Housing Authority indicate that the Authority's basic organizational structure consists of a Board of Commissioners and its administrative staff. The officers of the Authority are the Board chairman, and vice chairman.

The Riviera Beach City Council appoints the housing authority Commissioners for a term of four (4) years. The Authority annually elects a chairman and vice chairman from among the Commissioners. These officers hold office for one year or until successors are elected and qualified. The basic powers and responsibilities of all housing authorities are cited in Florida Statutes, Chapter 421.08 (See Chapter III, Page 28).

A secretary, appointed by the Authority, is responsible for keeping the Authority's records, recording votes and minutes from all meetings of the Authority. An executive director, also appointed by the Authority, supervises the management and administration of the Authority including its housing projects. Personnel, in addition to the executive director, may also be employed by the Authority. Two (2) types of meetings are provided for in the by-laws: regular and special meetings. In all meetings of the Authority a quorum is obtained by the attendance of a majority of its five (5) Commissioners. Voting on matters coming before the Authority is done by roll call. Currently, a cooperative relationship exists between the staff and the present Board of Commissioners.

The current executive director of the Riviera Beach Housing Authority has served in that capacity since September 20, 1979. Prior to becoming the executive director, he served for two (2) years as the Authority's Section 8 program coordinator. This executive director is the third appointed since late 1978. Over the last two (2) years, the Riviera Beach Housing Authority was plagued with problems involving alleged financial mismanagement. This situation resulted in a comprehensive investigation including an audit by HUD. Other repercussions included a change in the composition of the Authority's Board of Commissioners and resignation of the Board's chairman. One of the four (4) remaining Commissioners has been out of town since early 1979. The terms of two (2) of the remaining Commissioners expired in December 1979, at which time the City of Riviera Beach needed to appoint four (4) new Commissioners.

The current executive director is a member of the National Association of Housing and Redevelopment Officials (NAHRO), its Southeastern Regional Council of NAHRO, and the Florida Association of Housing and Redevelopment Officials.

The staff of the Riviera Beach Housing Authority consists of nine (9) permanent full-time employees and four (4) temporary full-time employees from the CETA Program (See FIGURE VIII). Nine (9) members of the staff are minorities, all black. There are no tenants on the staff. The Authority's legal assistance is provided through a local law firm.

Great satisfaction was expressed over the quality of the staff's performance at present as it attempts to recover from the past problems of the Authority. However, concern was expressed about the need for additional personnel. As a priority, it was felt that an accountant and additional maintenance personnel are needed. Other desirable positions included a receptionist and a housing inspector for the Section 8 Program. Despite budgetary constraints, the executive director and the Section 8 coordinator try to attend at least one HUD training conference each year. Due to the size of the administrative staff, in-house "cross-training" is stressed as an on-going concern in order to enhance productivity.

Staff members are involved in decision-making to the greatest extent possible. Since the staff's attitude toward clients is viewed as critically important, conscientiousness and sensitivity are stressed in staff-client relationships. Budgetary constraints have not led to any problems in staff turnover.

The staff's progress in its recovery from past problems has been enhanced by a successful relationship with HUD's office in Jacksonville. It is felt that the HUD staff is cooperative and helpful. The various views and evaluations by HUD have been especially helpful in increasing the quality of the staff's performance.

The executive director had no objections on the issue of tenant participation in policy-making through membership on the Board of Commissioners. However, with respect to tenant participation in management through employment with the Authority, the executive director felt that the confidentiality of tenant records would be jeopardized. However, the executive director expressed an intent to examine pertinent material for a more informed position on this issue.

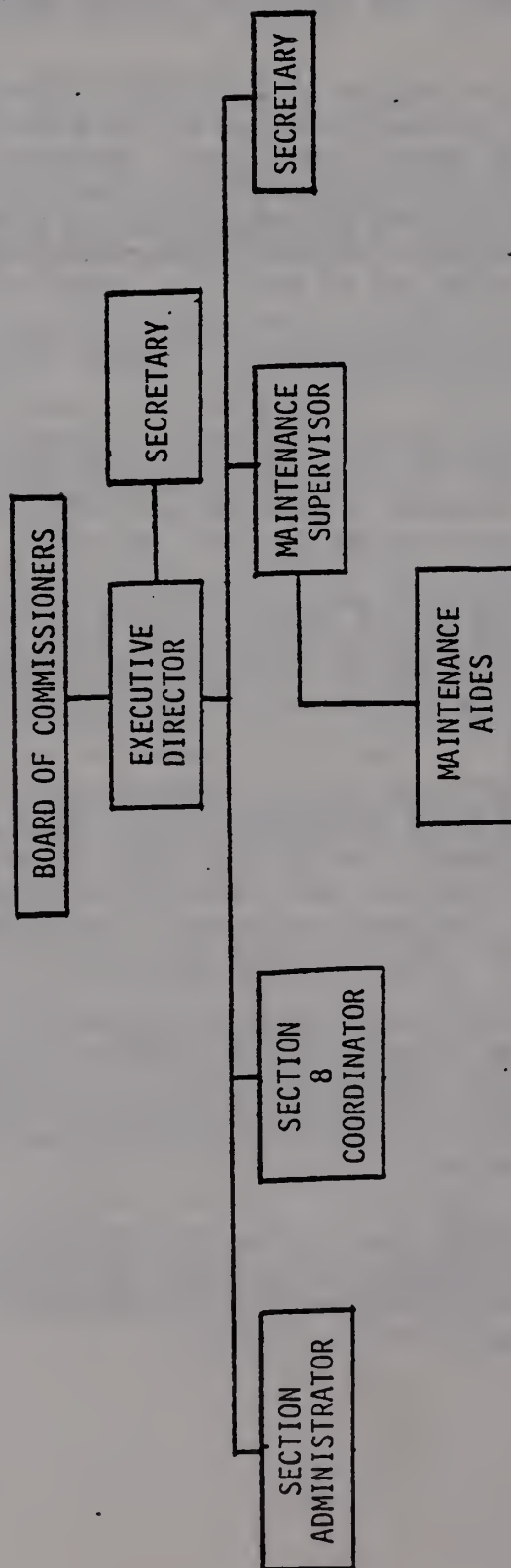
In the day-to-day management of the Riviera Beach Housing Authority, the executive director usually spends his time as follows: administration, including interaction with HUD and personnel matters (45%); public relations (30%); and tenant matters including field inspections and tenant organization (25%).

Financial Characteristics

An operating budget is developed each fiscal year for each of the Authority's two (2) housing programs. The Authority's Section 23 and Section 8 housing programs budgeted operating receipts and expenditures for fiscal year 1980, prior to HUD's modifications, are discussed in this section.

RIVIERA BEACH HOUSING AUTHORITY ORGANIZATIONAL CHART

FIGURE VIII



Source: Riviera Beach Housing Authority, 1979

Total operating receipts from the Section 23 Program, excluding HUD's contributions, are largely comprised of dwelling and non-dwelling rental income, excess utilities, interest, and other income. Total operating receipts, as budgeted, were \$111,000 for 1980. The total operating expenditures for the Section 23 Program were estimated at \$510,324 for 1980. The housing authority, since its inception, has never had a certified audit until HUD's investigation in 1979 and the results of that audit are not yet available.

Total operating expenditures are broken down into three (3) categories: routine, non-routine, and other. Routine expenditures include the following: 1) Administration (salaries and other expenses); 2) Tenant Services (salaries, recreation, publications, contract costs, training, and other programs); 3) Utilities (utility costs and labor); 4) Ordinary Maintenance and Operations (labor, materials and contract costs); 5) Protective Services (labor, materials and contract costs); and 6) General Expenses (insurance payments in lieu of taxes, terminal leave payments, employees benefit contributions, and collections of leases) (See TABLE 20).

TABLE 20

ROUTINE EXPENDITURES: RIVIERA BEACH HOUSING AUTHORITY
(In Percent)

	<u>1980</u>
Administration	25.62
Tenant Services	1.39
Utilities	26.87
Ordinary Maintenance & Operation	32.17
Protective Services	4.13
General Expenses	<u>9.79</u>
TOTAL	100.00

SOURCE: Riviera Beach Housing Authority, 1979.

Routine expenditures constitute 35% of budgeted operating expenditures.

Non-routine expenditures include extraordinary maintenance, replacement of equipment, and additions. In 1980, 100% of these expenditures was budgeted for replacement of equipment. This expense constitutes less than 1% of budgeted operating expenditures.

Operating expenditures in the Section 23 Housing Program also include a line item for "Rents to Owners of Leased Dwellings." This is the Authority's leasing expense for the Ivey-Green Project. This expense actually serves toward paying off the bonds originally sold to finance the Project's construction. At such time as all bonds are paid, the Authority will own the Project.

*The Authority estimated that the deficit prior to HUD contributions (i.e., basic annual contribution (payment on leased project) and an operating subsidy) was 78.25% of the total budgeted operating expenditures for 1980. This deficit is high due to the amount payable in "Rents to Owners of Leased Dwellings," which is 65% of the Authority's total operating expenditures as budgeted. The Authority has projected that the HUD basic annual contribution will relieve 80% of the projected deficit with the remaining 20% eliminated by operating subsidy.

Operating subsidy was initially authorized by the Housing and Urban Development Act of 1969. Currently, these funds are being provided through a mechanism known as the Performance Funding System (PFS). The PFS is designed to provide the amount of operating subsidy which would be needed for well-managed projects. The amount of subsidy is determined by the difference between the Authority's projected expenses and its projected operating income. Thus, the HUD subsidy can be utilized to dissolve a projected deficit. At the same time, however, part or all of the subsidy may be utilized to augment an authority's operating reserve, although the PFS does not specifically provide operating subsidy for this purpose.

The Authority's Section 8 Existing Housing Program budget is prepared and submitted to HUD as an estimate of total required annual contributions. The contributions from HUD are largely passed on to private landlords in the form of a Housing Assistance Payment, while a small portion is retained by the Authority to cover the cost of administering the program.

The format of the Section 8 budget consists of the maximum annual contributions authorized, and an estimate of required annual contributions. An estimated total annual contributions available is computed as the sum of the maximum annual contributions authorized plus an estimated account balance (reserve) at the end of the current fiscal year. The Authority's estimate of required annual contributions was computed as the sum of expenses for housing assistance payments (89.1%), an administrative fee (10.5%), and the cost of an independent audit (0.4%).

Nearly \$600,000 are available for use in 1980; however, for a year and a half the expending of Section 8 Existing funds has been difficult due to a lack of available rental housing.

Service Characteristics

The Riviera Beach Housing Authority serves approximately 156 households through its Section 23 Public Housing Program. These households were admitted to the Public Housing Program according to established admission policies and procedures. Within the Authority's Section 23 admission policies, basic requirements such as eligibility and tenant selection criteria, occupancy standards, and provisions for the leasing of dwelling units are addressed. Applicants must satisfy prescribed socio-economic eligibility requirements before the Authority will consider them as tenants.

A major concern of the Authority is to maintain a tenant body composed of families with a broad range of incomes and rent-paying ability. The Authority's intent is that the range of incomes be generally representative of the lower-income families in the Authority's area of operation (within 5 miles of the City's limits).

First admission preference is given to families who reside, or who are employed, in Riviera Beach. Among these families preference is given first to elderly families and then to elderly single persons, followed by families of veterans, servicemen and others. Second preference is given to families who reside outside Riviera Beach according to the denoted procedure. Within each group consideration is given to the urgency of the family's housing need. An initial offering is made when a vacancy becomes available. If two (2) such offers are rejected, the family's application is placed at the bottom of eligible applicants.

At the time of admission and vacancy, the tenant and a representative of the Authority make a physical inspection of the unit. An Inspection Report is completed and signed in duplicate by these two (2) parties. This report serves as the basis for determining the maintenance charges to be passed on to the tenant.

To facilitate the leasing of dwelling units, a lease agreement is entered into between the Authority and each of its tenant families. The lease is to be kept current and is to reflect the rent being charged, unit occupied, the date of admission, the size of the unit, all family members who will live in the unit, the utility allowances, other charges under the lease, and the terms of occupancy. All families are re-examined for rent, eligibility and family composition. Non-elderly families are examined once a year and elderly families, whose head of household is over 62 years old, are examined at least once every two (2) years.

The executive director is presently contemplating steps designed to foster an increased awareness on the parts of the Authority's Commissioners and the community at large concerning the need to support public housing. This he believes will enhance the ability of the Authority to more effectively address public housing needs in the City of Riviera Beach.

In addition to the 156 households served through its Section 23 Housing Program, the Riviera Beach Housing Authority also serves 176 households through its Section 8 Housing Program. The Authority's Section 8 Program is governed by an Equal Opportunity Housing Plan (EOHP) and an Administrative Plan, both of which define the program's policies and procedures. Primarily, the EOHP is designed to demonstrate the Authority's intent to administer the program on a non-discriminatory basis in the selection of participating families and in the provision of services. The EOHP also addresses the Authority's intent to promote a wide choice of housing opportunities of minorities and female-headed households.

The EOHP also includes procedures for the briefing of certificate holders and a procedure by which to address discrimination against certificate holders. The Administrative Plan, in addition to outlining the Program's policies and procedures, defines the duties of the Section 8 staff and addresses complaints by families under contracts and evictions.

For each household admitted certification of eligibility is determined through an application interview. The applicant's income is the principal criteria followed by the applicant's current housing conditions. After eligibility certification, a Certificate of Family Participation is issued based on the following priorities:

- 1) families displaced and disabled;
- 2) families living in substandard housing;
- 3) families living in overcrowded conditions; and
- 4) families paying over 25% of their net income for rent.

As a goal at least 30% of the Authority's Section 8 households will be families who qualify as very low-income families. Subsequent to the issuance of a Certificate of Family Participation, it is the family's responsibility to find suitable housing and to negotiate a lease with the landlord. Under HUD's "Finders-Keepers" policy, the unit the family is occupying at the time the certificate is issued may be eligible for Housing Assistance Payments if it qualifies as Existing Housing. Upon request, the Authority provides assistance in finding units for families who, because of age, handicap, or other reasons, are unable to locate suitable housing. Assistance is also provided to families who allege discrimination. Families are given a copy of the standard housing form which notes the criteria for acceptable housing to aid them in identifying suitable housing. After approving the unit and the lease, the Authority executes a Housing Assistance Payments Contract. Immediately prior to the rent due date, the Housing Assistance Payment is mailed to the landlord. The Housing Assistance Payment covers the difference between the Contract Rent and the portion payable by the family. The eligibility of elderly families is recertified bi-annually. The eligibility of non-elderly families is recertified on an annual basis.

The combined waiting list for the Authority's Section 23 and Section 8 Housing Programs consists of over 1,000 families. The executive director estimates that about one-half of the City's need for public housing is being met presently.

As a mechanism for settling differences between tenants and the Authority, a grievance procedure is available to families in the Section 23 Housing Program. According to the procedure, all grievances and complaints are first presented to the Authority's central office. At this point they are discussed informally and, if possible, settled without a hearing. If the complainant desires a hearing, a written request is made to the Authority. The matter is then presented before a hearing officer for final disposition. The hearing officer is an impartial disinterested person selected jointly by the complainant and the Authority.

The grievance procedure available to tenants under the Section 23 Program is not available to tenants under Section 8. Tenants under the Section 8 Program are instructed to notify the Authority if they should have a complaint against the landlord for non-compliance with the lease or contract. After receiving such notice and an investigation is conducted which determines that the landlord is in non-compliance with the contract or lease, the landlord is notified by the Authority in writing as to the results of the investigation and the need to take corrective action.

Every possible effort is made by the Authority to settle the complaint without the Authority exercising its options of terminating the Housing Assistance Payment and relocating the family.

Currently, the Authority's Ivey-Green Project under Section 23 does not have a tenant organization since a previously activated organization became defunct. Believing that the tenant organization is a highly important component of the Authority, the executive director expressed an intent to reactivate the organization as soon as possible. The Section 8 Program does not require a tenant organization.

The executive director expressed dissatisfaction over the current level and variety of services available to the families in the Section 23 Program. According to the executive director, the services provided are inadequate primarily due to insufficient funds. Current services include child day care and transportation for the elderly. The recreation center at Ivey-Green has been vandalized and is non-functional. The Authority's Section 23 Program budget for the current fiscal year includes funds for the improvement of tenant services. The Section 8 Program does not provide for any social or recreation services or facilities.

The maintenance of the Riviera Beach Housing Authority applies only to its Section 23 Program at Ivey-Green. This program is aimed at the upkeep of these units including appliances and electrical and plumbing fixtures. In the case of occupied units, the most common service required involves window and screen replacements, refrigerator and stove repairs, and minor plumbing problems. Immediately after each vacancy, the unit is cleaned, painted and fumigated. In the case of requests for inside painting, tenants can be supplied paint and do the work themselves, if they so desire.

The Authority has three (3) maintenance mechanics (a general repairman, a carpenter and a plumber) on 24-hour call. Ground maintenance is the responsibility of the Authority. In the Section 8 Program, the provision of services, maintenance, security and utilities is governed by the terms agreed upon in the lease and the Housing Assistance Payment Contract. The landlord is also subject to the conditions and provisions of Florida's Landlord and Tenant Law, F.S. 83.

Despite the vandalization of the Ivey-Green recreation center, the executive director indicated that there have been no recent reports of security problems from tenants. All families are continuously urged to make such reports immediately as the need arises. The play area where the recreation center is located currently is being locked up at night to curtail any future damage.

Delray Beach Housing Authority

The City of Delray Beach is situated in the southeastern part of Palm Beach County. The City's 1978 population was estimated at 34,075 with minorities comprising 28% of the population. In 1970, the City's median family income was \$8,659, while the comparable figure for Palm Beach County was \$9,112. The median income for minority families in 1970 was statistically less at \$6,500.

The City of Delray Beach is currently a participant in the Palm Beach County CDBG Program. While the CDBG Program addresses housing needs from a broad perspective, it includes a HAP which specifically addresses housing needs such as rehabilitation, public housing, or rent supplements for the City's lower-income households. In Delray, the County Program has designated a Neighborhood Strategy Area (NSA) which is the focus of specific housing assistance programs.

~~There~~ are no direct linkages between the efforts of the Delray Beach Housing Authority and the Palm Beach County CDBG Program.

Physical Characteristics

The Delray Beach Housing Authority currently has 264 units under its management. These units are supported under the Section 8 Housing Assistance Payment Program. Only 190 of these units are currently active due to a shortage of available units for leasing. Funding for the remaining 80 units is available. The active units are scattered throughout the City. None are located in the City's unincorporated area. TABLE 21 provides a breakdown of the composition of these units. The Authority also has an interlocal agreement with the Palm Beach County Housing Authority which allows the County Authority to enter the City for the purpose of providing Section 8 Housing Assistance Payments. The County Authority can enter only when the Section 8 funds of the Delray Beach Housing Authority have been exhausted.

The Delray Beach Housing Authority is presently utilizing a \$4.2 million HUD grant toward renovating and completing its Carver Estates Project (formerly Stewart Arms). The completion of this project (which began in 1972) was held up until early 1979 due to funding complications. The present work schedule calls for completion by April 30, 1980. This project will increase the total number of units under the Authority's management to 464.

The 200 Carver Estates units are being designed to consist of 30 one-bedroom units with 18 for the handicapped; 63 two-bedroom units with 15 for the handicapped; 89 three-bedroom units with 3 for the handicapped; and 18 four-bedroom units. The plans for this project include a child day care center, a playground, as well as the offices of the Authority. The Carver Estates Project is located at 1212 S.W. 8th Street.

The Authority is also planning to pursue funding for a Section 8 Moderate Rehabilitation Project at Lake Delray Apartments. This project will involve 403 units for the elderly. Lake Delray Apartments is located within the City's limits at 700 Lindell Boulevard.

Organizational Characteristics

The by-laws of the Delray Beach Housing Authority indicate that the Authority's basic organizational structure consists of a Board of Commissioners and its administrative staff. The Authority's officers are a Board chairman, a vice chairman, and a secretary (the executive director). The Authority's Commissioners are appointed by the Delray Beach City Council for a term of four (4) years. At its annual meeting the Authority elects a chairman and a vice chairman from among the Board of Commissioners. These officers hold office for one year or until successors are elected and qualified. The basic powers and responsibilities of all housing authorities are cited in Florida Statutes Chapter 421.08 (See Chapter III, page 28).

TABLE 21

DELRAY BEACH HOUSING AUTHORITY

NUMBER OF DWELLING UNITS						
Dwelling Unit Sizes	TOTAL	Household Types			Units in Incorporated Area	Units in Unincorporated Area
	264	Elderly	Handicapped	Minority		
Eff.	-	68				
1-BR		2				
2-BR		1				
3-BR						
4-BR						
5-BR						
6-BR						
TOTAL	264*	71	**	110	205	-

Source: Delray Beach Housing Authority, 1980.

* Funding available for 59 additional units presently not under lease.

**Elderly and Handicapped counted together; no separate breakdown readily available.

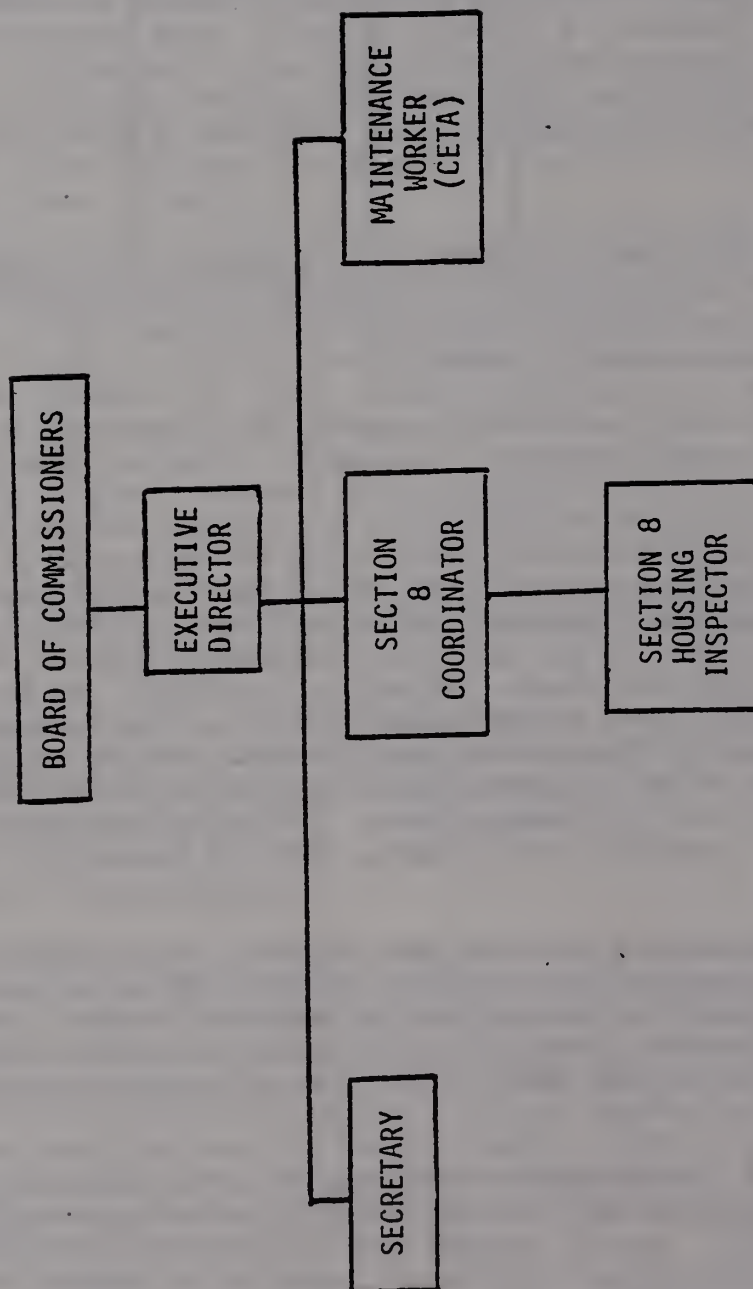
The executive director is appointed annually by the Authority. The executive director supervises the management and administration of the Authority, and is also charged with the management of the Authority's housing projects. As deemed necessary in order to exercise its powers, duties and functions, the Authority may employ personnel in addition to the executive director. The by-laws of the Authority provide for three (3) types of meetings: annual, regular, and special meetings. In all meetings of the Authority, a quorum is obtained by the presence of a majority of its five (5) Commissioners. Voting is done by roll call. The staff enjoys a highly cooperative relationship with the Authority's Board of Commissioners.

The current executive director has served in that capacity for the past two and one-half years. Prior to becoming the executive director, she served one and one-half years as a coordinator in the Authority's Section 8 Program. She is currently a member of the National Association of Housing and Redevelopment Officials in addition to the Florida Association of Housing and Redevelopment Officials.

The administrative staff of the Delray Beach Housing Authority consists of four (4) permanent full-time employees and one temporary full-time employee from the CETA Program (See FIGURE IX). Two (2) members of the staff are minorities including one black and one Hispanic. Currently, there are no tenants on staff. The Authority's legal assistance is provided through a local law firm.

DELRAY BEACH HOUSING AUTHORITY ORGANIZATIONAL CHART

FIGURE IX



Source: Delray Beach Housing Authority, 1979.

Although satisfaction was expressed with the quality of the staff's performance at present, concern was expressed over the need for additional personnel. It is felt that an assistant Section 8 Program Coordinator is needed, as well as two (2) interviewers with clerical ability.

Due to budgetary constraints, trips to various training conferences are limited. No more than one conference per year is attended by the executive director. Constraints on the Authority's budget have not, however, led to any problems in staff turnover. The executive director believes that the staff's productivity and the working environment have been enhanced largely by a "team" approach utilized in managing the Authority. Staff members are involved, to the greatest extent possible, in decision-making. The quality of the staff's performance is also partly attributed to a successful relationship with the HUD Area Office in Jacksonville. It is felt that the HUD staff is cooperative and helpful.

On the question of tenant participation in policy-making with "full membership" on the Board of Commissioners, the executive director envisioned possible problems. Particular concern was expressed over the fact that tenants would be involved in a great number of matters which do not directly affect them. Rather than full membership on the Board it is felt that tenant input, only on matters directly affecting them through an advisory capacity, would be more appropriate. On the question of tenant participation in management, although there are no tenants currently on the staff, the executive director indicated that it is, in her opinion, a highly positive idea. She believes that tenant participation in management can greatly enhance communication between the Authority and tenants and that the tenants' acceptance of the Housing Authority as a symbol of authority is also enhanced.

The executive director indicated that in the day-to-day management of the Delray Beach Housing Authority her time is usually allocated as follows: Tenant and Landlord matters (50%); Carver Estates Project (25%); Administration, including personnel matters, HUD and public relations (25%).

Financial Characteristics

The Authority's Section 8 Existing Housing Program budget is prepared and submitted to HUD as an estimate of total required annual contributions to operate the program. The contributions from HUD are largely passed on to private landlords in the form of a Housing Assistance Program while a small portion is retained by the Authority to cover the cost of administering the program.

The format of the Section 8 budget consists of the maximum annual contributions available, including any reserve funds from the previous fiscal year and an estimate of required annual contributions to operate the program.

An estimated total annual contributions available is computed as the sum of the maximum annual contributions authorized plus an estimated account balance (reserve) at the end of the current fiscal year. The Authority's estimate of required annual contributions for fiscal year 1980 was computed as the sum of the following expenses: 1) housing assistance payments (85%), 2) an administrative fee (11%), 3) the cost of an audit by an independent public accountant (.6%), 4) a preliminary administrative expense (3%), and 5) an expense for non-expendable equipment (.1%).

In fiscal year 1980, funding in excess of \$500,000 is available for use in the Authority's Section 8 Existing Housing Program. However, the Authority is currently experiencing some difficulty in fully utilizing these funds due to a shortage of available units for leasing.

Service Characteristics

The Delray Beach Housing Authority serves approximately 205 households through its Section 8 Program. The Authority's Section 8 Program is governed by an Equal Opportunity Housing Plan (EOHP) and an Administrative Plan, both of which define the Program's policies and procedures. Primarily, the EOHP is designed to demonstrate the Authority's intent to administer the program on a non-discriminatory basis in the selection of participating families and in the provision of services. The EOHP also includes procedures for the briefing of certificate holders and a procedure by which to address discrimination against certificate holders. The Administrative Plan, in addition to outlining the Program's policies and procedures, defines the duties of the Section 8 staff and addresses complaints by families under contracts and evictions.

The Authority's Section 8 households are admitted into the Program according to established policies and procedures. Certification of eligibility is determined through an application interview. The applicant's income is the principal criteria, followed by the applicant's housing conditions. After eligibility certification selections are made based on the following order of priorities:

- 1) families displaced by government action;
- 2) families without housing;
- 3) families soon to be without housing;
- 4) families living in substandard housing; and
- 5) families paying more than 25% of their net income for rent.

All of the families selected during a month are asked to attend a meeting conducted by the executive director and the Section 8 coordinator. At their meeting, the program is explained in detail, questions are answered, certificates are issued, and a list of available housing is distributed. As a goal, at least 30% of the certificates are designated to go to families qualifying as very low-income families. Subsequently, it is the certified family's responsibility to find suitable housing and to negotiate a lease with the landlord. Based on HUD's "Finders-Keepers" policy, the unit a family is living in at the issuance of the certificate may be eligible for Housing Assistance Payments if it qualifies as Existing Housing. After approving the lease and the unit, the Authority executes a Housing Assistance Payments Contract. No later than two (2) days prior to the rent due date, the Authority computes the Housing Assistance Payment and mails a check in that amount to the owner.

The eligibility of non-elderly families is recertified annually along with a re-inspection of the units. The eligibility of elderly families is recertified biannually with an annual re-inspection of the units. Currently, the Authority's waiting list consists of over 100 families. The executive director estimates that only about one-third of the City's need for public housing is being met at present.

Grievance procedures available to tenants in conventional public housing are not applicable to the Section 8 Housing Assistance Payments Program. Under Section 8, the conditions of the lease and the Housing Assistance Payments Contract govern the relationship between the Authority, the tenant and the landlord. The Section 8 Program of the Delray Beach Housing Authority also does not have, nor requires, a tenant organization.

The Authority's Section 8 Program does not provide for any social or recreation services or facilities for tenants. The landlord is obligated to provide only those services, maintenance, safety features, and utilities agreed upon under the HAP contract. The landlord is also subject to the conditions and provisions of Florida's Landlord and Tenant Law, F.S. 83.

The acceptability of the Section 8 Program in the City of Delray Beach is increasing even though there are almost no units available for leasing. The executive director indicated that almost all of the current landlords are very happy with the program, since landlords have no problem with collecting rents.

Boca Raton Housing Authority

The most recently created housing authority in the County is the Boca Raton Housing Authority, initiated by City Council action on November 14, 1978. Currently, the Authority has a Board of Commissioners, adopted by-laws, met all other organizational requirements, and has obtained HUD recognition with approval to pursue funding. However, the Authority has yet to declare itself officially operational. Presently, no units are under its management and no staff has been hired. The Boca Raton Community Development Division serves as the Authority's technical assistance staff.

According to the director of the City's CDBG Program, the City is planning to utilize community development funds in the rehabilitation of forty (40) units which comprise Dixie Manor Apartments. This operation is planned to take at least six (6) months and upon its completion, management responsibility for these units will be given to the Authority. The CDBG Program director feels that the Authority might, at that time, move to hire its own staff. It was also noted that the Dixie Manor site has sufficient land for the development of additional units.

The City's CDBG Program is also the present manager of 126 units under the Section 8 Existing Housing Program (See TABLE 22).

TABLE 22

BOCA RATON SECTION 8 EXISTING UNITS

<u>Unit Size</u>	<u>Unit and Tenant Type</u>
Efficiency	10 Elderly
1 Bedroom	20 Elderly
1 Bedroom	42 Family
2 Bedroom	45 Family
3 Bedroom	9 Family
TOTAL	126

SOURCE: Boca Raton Community Improvement Department, 1980

The Community Development Director indicated that no decision has yet been made as to if these units might be given to the Housing Authority. The director feels that it would be appropriate that management responsibility for the Section 8 units, at some point, be given to the Housing Authority.

CHAPTER V

AN ANALYSIS OF HOUSING AUTHORITY OPERATIONS

IN PALM BEACH COUNTY

The delivery of adequate public housing essentially requires that the basic concerns of the Florida Housing Authorities Law be satisfactorily addressed by each Housing Authority. In Chapter 421 of the Florida Statutes, housing authorities are charged with the delivery of safe and sanitary dwelling accommodations at rents which lower-income persons can afford. The law also requires that such housing be provided to relieve housing shortages including overcrowded living conditions. The law explains that overcrowded conditions "causes an increase in the spread of disease and crime and (as such) constitutes a menace to the health, safety, morals and welfare of the residents of the state and impair economic values."⁽¹⁾

This chapter will address these issues through an analytical discussion of the seven (7) housing authorities currently operating within Palm Beach County. Based on the Authority profiles developed in Chapter IV, this analysis chiefly involves a comparison of their ability to adequately deliver public housing. Each of the four (4) major characteristics (i.e., physical, organizational, financial, and service) is examined in a comparative manner. Each characteristic is examined separately in order to focus on the effectiveness of each aspect of the delivery system.

Physical Characteristics

The term physical characteristics has been utilized to designate those factors which describe the housing under each authority's management. These factors include:

- number of units;
- location of public housing;
- construction dates;
- building types;
- external condition;
- available facilities and features; and
- household types.⁽²⁾

Also discussed are each authority's plans or current endeavors for program development.

Housing authorities within Palm Beach County presently fall within three (3) size categories--small, medium, and large. This observation is based on the following HUD designations:

large housing authorities	-	1,201 or more units
medium housing authorities	-	501 to 1,200 units
small housing authorities	-	0 to 500 units. ⁽³⁾

By managing a total of 1,544 units, the West Palm Beach Housing Authority is presently the largest authority operating within Palm Beach County. The Palm Beach County Housing Authority, with 1,051 units, is the second largest authority. These authorities are followed by the Belle Glade Housing Authority with 632 units, the Pahokee Housing Authority with 515 units, the Riviera Beach Housing Authority with 332 units, and the Delray Beach Housing Authority with 264 units. Without any units under management, the Boca Raton Housing Authority is presently the smallest authority within the County. Once operational the Authority will probably operate some 160 units.

As reflected in TABLE 23, there is currently a total of 4,338 units of subsidized housing in the County. In comparison with other areas within the state, HUD Area Office officials feel that Palm Beach County can generally be considered as an area of high subsidized housing activity.⁽⁴⁾

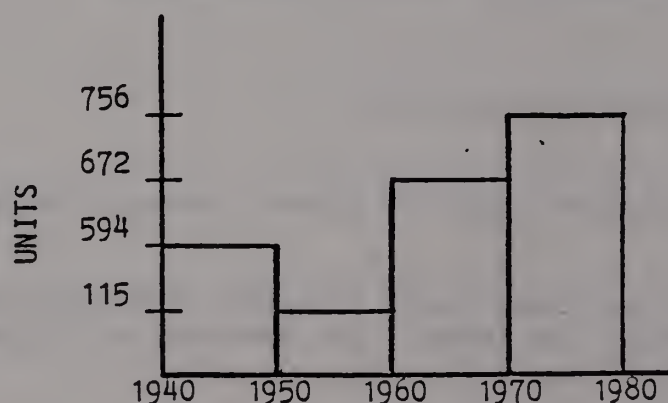
Conventional housing (Authority owned including Section 23 housing) constitutes 49.3% (2,137 units) of total units, while assisted housing (Section 8 housing) comprises the remaining 50.7% (2,201 units). Consequently, there is presently a balance between the number of conventional units and the number of assisted units under housing authority management.

As noted earlier, conventional housing has been a part of the governmental and societal framework of Palm Beach County for the past four (4) decades. FIGURE X illustrates that between 1940 and 1950, 594 units of public housing were built; from 1950 to 1960 only 115 units were constructed; from 1960 to 1970, 672 units were built; and from 1970 to 1980, 756 units were built. Of the current 2,137 units of public housing, 28% of the stock was built in the 1940s, another 5% was added in the 1950s, an additional 31% in the 1960s, and another 35% was added to the public housing stock in the 1970s.

FIGURE X

PUBLIC HOUSING CONSTRUCTION ACTIVITY

IN PALM BEACH COUNTY: 1940-1980



SOURCE: Area Planning Board of Palm Beach County, derived from local Housing Authority Information, 1980.

Based on FIGURE X, it can be observed that over one-third (1/3) of the public housing in the County is relatively new, being built within the last ten (10) years.

The current geographic distribution of public housing reflects almost equal concentrations between the Glades area and Greater West Palm Beach, 56.8% (1,213 units) and 43.2% (924 units) respectively. There is currently no conventional housing south of West Palm Beach. The 200 units being built by the Delray Beach Housing Authority are not expected to be ready for occupancy until mid 1980. The distribution of public housing by authority shows that the largest concentration is presently in West Palm Beach with 634 units (29.7%). Slightly smaller concentrations are found in Belle Glade with 632 units (29.6%), followed by Pahokee with 515 units (11.1%), Palm Beach County with 200 units (9.4%), and Riviera Beach with 156 units (7.3%).

Although seven (7) of thirteen (13) public housing sites are located within lower-income areas (3 are in Neighborhood Strategy Areas), public housing units are predominantly found in deconcentrated areas. Approximately 41% of all public housing exists in lower-income areas and 59% is located outside these areas. Despite the difference between these two (2) factors, it appears that HUD's concern for "the reduction of the isolation of income groups within communities and geographical areas...through the spatial deconcentration of housing opportunities..." is being addressed within Palm Beach County.⁵ The Belle Glade and Riviera Beach Housing Authorities each have all of their public housing units located in deconcentrated areas. The Palm Beach County Housing Authority has 67%, the Pahokee Housing Authority has 38.8%, and the West Palm Beach Housing Authority has 21.8% of their public housing units located in a deconcentrated area.

A variety of building types, acceptable external conditions, and various facilities and features have combined to make public housing both appealing and accommodating. The types of buildings through which public housing is provided (See TABLE 23) are in conformance with the predominant building types found in the private sector. As a result, public housing is not readily identifiable as such. In the case of the three (3) most recently constructed sites (Dyson Circle, South Bay, and Ivey-Green), it is particularly difficult to visually identify them as public housing. This is largely due to contemporary designed features which cause them to resemble some typical private sector townhouses and multi-family developments. With respect to future construction, the livability as well as the obscurity and public housing could be further enhanced through smaller sites. Out of the thirteen (13) existing public housing sites, ten (10) have in excess of 100 units; five (5) of these sites have 200 or more units. The financial feasibility of this action, however, may limit its implementation.

The attractiveness and livability of public housing is also aided, in most cases, by structures which have no apparent external repair needs and adequate landscaping. The most noticeable exceptions are the projects of the Belle Glade Housing Authority where many of the units of frame construction exhibit visible signs of disrepair (e.g., missing pieces of exterior siding, doors needing replacement and a widespread need for paint). Also the plumbing beneath many of these units is readily visible.

TABLE 23

HOUSING AUTHORITY-PHYSICAL CHARACTERISTICS-PALM BEACH COUNTY

Housing Authorities	Projects	Construction Dates	Number of Units*				Site Locations			Building Types					External Condition				Facilities and Features								Household Type							
			Conventional	Section 23	Authorized Existing	Section 8 New Construction	NSA	Low Income	Decentralized	Unincorporated	Single Family	Duplex	Triplex	Quadruplex	Row	Multi-Family	Sound Conditions	Repair Needed	Landscaping	Hazardous Areas	Off Street Parking	Recreation	Child Day-Care	Trash Collection	Public Phones	Sidewalks		Walkways	Lighting	Elderly	Family +	Minority		
West Palm Beach	Dunbar	1940	246				X				X				X	X		X		X	X		X		X	X	X		s/m	X				
	Southridge	1941	138						X					X		X		X		X	X	NA	X		X	X	X	X						
	Twin Lakes	1961	118		910	823	X	X		X	X					X		X		X	X		X		X	X	X	m/l	X					
	Pleasant City	1965	132				X	X								X				X	X		X		X		X	m/l	X					
Total Units			1524																															
Palm Beach County	Dyson Circle	1975		134	771	656			X	X			X			X		X		X	X		X		X		X		s/m	X				
	South Bay	1975		66		80	X		X		X			X	X	X		X	X	X	X		X		X			s/m	X					
Total Units			1051																															
Belle Glade	Osceola	1940	236						X							X			X	X	X		X				X		s/m	X				
	Okeechobee	1940	396						X	X	X					X	X		X	X	X	X	X	X				s/m	X					
Total Units			632																															
Pahokee	Stuckey Homes	1958	40				X									X				X	X		X		X	X	X		s/m	X				
	McClure Village	1958	75				X			X						X		X	X	X	X		X		X	X	X	s/m	X					
	Padgett Island	1970	200				X		X		X					X		X	X	X	X		X		X	X	X	s/m	X					
	Trend Village	1971	200						X	X						X	X		X	X	X		X		X		X	m/l	X					
Total Units			515																															
Riviera	Ivey-Green	1976		156	176	176			X				X			X		X		X	X		X		X		Y		m/l	Y				
	Carver Estates	6/1980	200**		264	205			X							X													m/l	X				
Total Units			264																															

* Characteristics of Section 8 units are not included. ** Under Construction - conditions not evaluated

+s/m = Small & Medium size families
m/l = Medium & large size families

Source: Area Planning Board of Palm Beach County, derived from local Housing Authority information, 1980.

As noted earlier, FmHA housing is exclusively for agricultural workers. Since the provision of public housing is not the principle interest of the FmHA, as it is with HUD, and that program standards and criteria are different, these two (2) agencies and their products are incomparable. However, even with this understanding, it must be pointed out that the external structural condition of many of the farm labor housing units in Belle Glade do not meet the current structural quality of the remaining sites, in the Glades or on the coast.

Most of the sites in the Glades area contain potentially hazardous areas (e.g., open ditches and canals). However, the Okeechobee site in Belle Glade also contains several dilapidated and abandoned units, many of which resulted from fires.

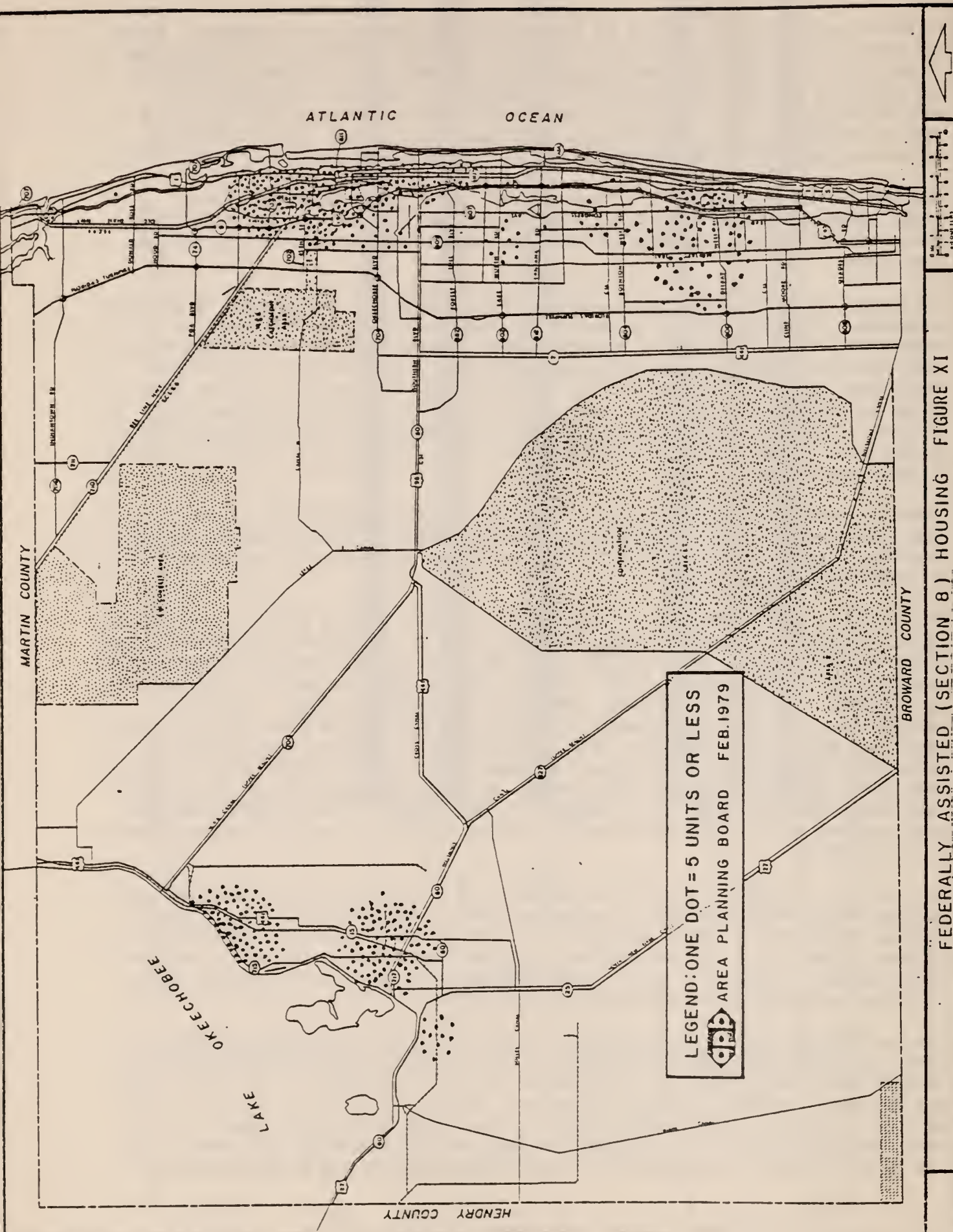
The extent to which area public housing is accommodating and livable is further enhanced by the availability of several basic facilities and features. Amenities include offstreet parking and recreational facilities, garbage collection systems, sidewalks, and adequate lighting. While outdoor recreational facilities are generally available, in most cases such facilities often consist of an ill-equipped basketball court. Only West Palm Beach has avoided this problem. The only child day-care facility is located at the Okeechobee Project of the Belle Glade Housing Authority. Both sites in Belle Glade also feature a grocery store.

From the broader perspective, public housing in Palm Beach County appears to have defeated the stereotyped and stigmatized images of public housing as slum housing. In many cases, public housing units are comparable in appearance with surrounding private housing.

The physical characteristics of public housing also include household characteristics. Generally, most of public housing sites are occupied by minority households which are small to medium in size. Out of the 2,137 households currently residing in public housing, 1,287 (60.22%) fall within the small to medium category and 606 (28.35%) fall within the medium to large category. Thus, it appears that the greater emphasis of public housing in Palm Beach County is on small and medium size families, with a substantially smaller emphasis on the nationally recognized housing needs of large families. The only public housing site catering exclusively to the elderly is the Southridge Project of the West Palm Beach Housing Authority. (Wedgewood, the Section 8 New Construction project managed by the Palm Beach County Housing Authority, also caters exclusively to the elderly.)

As reflected in TABLE 23, there is presently a total of 2,201 units of Section 8 housing under housing authority management within Palm Beach County. Divided between the three (3) basic components of the Section 8 Housing Assistance Program, there are 2,121 units of existing housing and 80 units of new construction housing. Currently, there is no housing under authority management identifiable as Section 8 substantial rehabilitation.

The current geographic distribution of Section 8 existing housing allocation under authority management shows that all of the 2,121 units are located in the coastal area (See FIGURE XI). Out of the current allocation, 1,860 (88%) units are presently engaged in lease agreements. Within the County's coastal area, Section 8 existing housing under lease is scattered between Juno Beach at the north and Boca Raton to the south. The heaviest concentration of leased units are located within the Greater West Palm Beach area and the South County area.



FEDERALLY ASSISTED (SECTION 8) HOUSING FIGURE XI

The largest current allocation of Section 8 existing housing is 910 units, within the West Palm Beach Housing Authority. Presently, 823 (90%) of these units are engaged in lease agreements. The second largest allocation is 771 units of the Palm Beach County Housing Authority. Presently, 656 (85%) of these units are under lease. The Delray Beach Housing Authority presently has 264 units allocated of which 205 (78%) are under lease, and the Riviera Beach Housing Authority has an allocation of 176, all of which are currently under lease.

As reflected in the authority profiles, most of the executive directors expressed some difficulty in leasing 100% of their allocations. This difficulty was commonly attributed to the problem of the declining availability of leasable units. Possible reasons for this situation include negative owner attitudes toward federal programs, families with children, and HUD imposed rent limits which many owners may feel are too low. Officials at the HUD Area Office in Jacksonville feel that the Section 8 existing housing component may have reached its peak in popularity and effectiveness.⁽⁶⁾ It would thus appear that the waning effectiveness of the Section 8 Existing Housing Program in Palm Beach County may also be a reality in other parts of the state as well.

Just as all of the Section 8 existing housing under authority management is located within the County's coastal area, the 80 units of Section 8 new construction is also located within the coastal area. Recently, however, a proposal to provide 50 units of Section 8 new construction, to be located within the corporate limits of Belle Glade, was approved by HUD. According to the Belle Glade Community Development Department, the date when construction on the proposed 2 and 3 bedroom units is to begin is not yet known. The owner and developer of these units is planning to contract with the Belle Glade Housing Authority for management services.⁽⁷⁾ The Palm Beach County Housing Authority is presently the only authority managing Section 8 new construction.

The area of program development refers to each authority's planned or actual involvement in the rehabilitation, replacement, and/or the construction of additional dwelling units. Authorities currently involved in program development activity include West Palm Beach, Palm Beach County, Belle Glade, and Delray Beach (See TABLE 24).

TABLE 24

HOUSING AUTHORITY PROGRAM DEVELOPMENT ACTIVITY: 1980

Housing Authority	Rehabilitation	Replacement	New Construction	Total
West Palm Beach	-	-	113	113
Palm Beach County	100	-	243	343
Belle Glade	-	160	-	160
Delray Beach	-	-	200	200
TOTAL	100	160	556	816

SOURCE: Area Planning Board of Palm Beach County, derived from local Housing Authority information, 1980.

-As reflected in TABLE 24, the total amount of planned and actual program development activity for 1980 currently involves 816 units. New construction with 556 units is clearly the category with the greatest amount of activity. The only activity that has been started and is near completion is the 200 units at Delray Beach.

With six (6) out of seven (7) housing authorities currently operating and a combined total of 4,338 units of subsidized housing, Palm Beach County is regarded by HUD as having a generally high level of subsidized housing activity.⁽⁸⁾ Most of the subsidized housing activity is located in the coastal areas of the County. Over half of the public housing stock is located within the Greater West Palm Beach area and all of the Section 8 housing is located on the coast.

Public housing within the County is generally appealing and accommodating due to a variety of building types and the availability of several basic facilities and amenities. The largest part of the public housing stock is relatively new having been built within the last twenty (20) years. Public housing, for the large part is spatially deconcentrated (i.e., located outside low-income areas). As a result, public housing is not readily identifiable and appears to have defeated traditional images of low-income housing.

The biggest problem for the Section 8 Program appears to involve the current difficulty of locating leasable units in an amount to engage the present total number of Section 8 units authorized in Palm Beach County.

Organizational Characteristics

The term organizational characteristics has been utilized to designate factors describing the organizational structure which constitutes each housing authority. The two (2) basic organizational features are a Board of Commissioners and its administrative staff.

Each authority, with the exception of the Belle Glade Housing Authority, has adopted by-laws which specify the authority's organizational requirements. Major specifications include the authority's name, its officers and their duties, election and appointment guidelines, types of meetings, a provision for the employment of additional personnel and guidelines for by-law amendments. The by-laws of each authority appear to have been developed according to a standard format. There are almost no fundamental differences between by-laws.

As noted in Chapter III, Florida Statutes, Chapter 421 provides that each housing authority board should be composed of five (5) commissioners, each appointed for a term of four (4) years. As reflected in TABLE 24, only the Riviera Beach Housing Authority is presently operating without a full Board of Commissioners. The Riviera Beach Housing Authority profile notes that this situation is partly a consequence of the Authority's history of managerial problems. None of the authorities is presently experiencing difficulty in obtaining a quorum at regular meetings of its board. Each authority has also indicated the existence of a cooperative relationship between its Board of Commissioners and the administrative staff.

The administrative staff of each authority is headed by an executive director, commonly referred to in by-laws as the authority secretary. TABLE 25 shows that the executive director with the greatest length of service is currently serving the West Palm Beach Housing Authority. The newest executive director is currently serving the Riviera Beach Housing Authority. With the average length of service currently at four (4) years, it would appear that executive turnover has been relatively minimal, and that administrative leadership has thus been stable. Only the Riviera Beach Housing Authority has been unable to avoid this problem. The current executive director is the third to be appointed since late 1978.

The experience of most of the executive directors, immediately prior to appointment, is within the area of public housing management (i.e., acting director, assistant director, or Section 8 coordinator). Although program administration is an obvious and predictable management priority of each executive director, program development is a less common priority. The distinction being made concerns the maintenance of a current level of service and an expansion beyond a current level of service. Since most of the executive directors feel that the programs they administer are currently meeting less than half of the need of their respective areas, program development would thus appear to be a necessary priority. The program development activity of the West Palm Beach, Palm Beach County, and Delray Beach Housing Authorities are detailed in the respective authority profiles. This activity is addressed further in the analysis of housing authority physical characteristics.

TABLE 25 reflects a variety of administrative staff sizes which vary according to the sizes of the authorities. Staffs of full-time employees range from thirty-seven (37) at the West Palm Beach Housing Authority to five (5) at the Delray Beach Housing Authority. None of the authorities indicated the employment of any part-time personnel. The number of permanent full-time employees at each authority is broken down into two (2) categories: administrative and maintenance. The appropriateness of the size of each of these two (2) groups at each authority can be measured against the following HUD requirements: one administrative person for every 100 dwelling units and one maintenance person for every 50 dwelling units (this does not pertain to units under the Section 8 Program except for new construction under authority management). In this instance, administrative employees include executive directors, secretaries, administrative assistants, project managers and exclude community service personnel (e.g., social workers, service coordinators, etc.).

Based on HUD's rule of thumb guidelines, TABLE 26 shows that the administrative staffs of the West Palm Beach and the Pahokee Housing Authorities are slightly below adequate, while the administrative staffs of the Palm Beach County and Riviera Beach Housing Authorities appear to be more than adequate. On the other hand, the maintenance staffs of all the authorities represented appear either on balance or in excess of an adequate level.

The HUD guidelines should not be regarded as a strict measure of staffing adequacy or inadequacy. However, the utility of the above measurements can be improved as several other factors (e.g., the geographic distribution of units, sizes, age, staff experience, etc.) are taken into consideration. Consequently, measurements of staffing adequacy may often differ with the actual feelings within such agency. Each of the authorities represented in TABLE 26 indicated a need for additional maintenance personnel even though the HUD guidelines indicate an adequate staff.

HOUSING AUTHORITY - ORGANIZATIONAL CHARACTERISTICS - PALM BEACH COUNTY

Administrative Staff														
Board of Commissioners (Term-4 years)			Executive Director				Employees							
Housing Authority	By-Laws	Full Attendance Board Problems	Length of Service	Area of Prior Experience	Management Priorities	Permanent Full-Time				Temporary Full-Time (CETA)	Minority	Tenant	Total	
						Admin.		Maint.						
						#	Turnover Problem	#	In-Adequate					Turnover Problem
West Palm Beach	X	X	7.0	Public Housing	Admin. Program Development	37	5	16	X	X	-	19	5	37
Palm Beach County	X	X	5.0	Construction	Admin. Program Development	25	7	6	X.		6	11	-	31
Belle Glade		X	3.5	Hospital Management	Program Admin.	27	4	19			-	19	24	27
Pahokee	X	X	6.0	Public Housing	Program Admin.	18	4	11	X		1	12	12	19
Riviera	X	X	0.3	Public Housing	Admin. Public Relation	9	4	4	X		4	9	-	13
Delray	X	X	2.5	Public Housing	Admin. Program Development	4	4	1			1	2	-	5

Source: Area Planning Board of Palm Beach County, derived from local Housing Authority information, 1980.

TABLE 26

RELATIVE PERSONNEL ADEQUACY

Housing Authority	Unit of Public Housing	Administrative Staff		Maintenance Staff	
		Actual Size	Required Size	Actual Size	Required Size
West Palm Beach	634	5	6	16	12
Palm Beach County	280	7	3	6	6
Pahokee	515	4	5	11	10
Riviera Beach	156	4	2	4	3

SOURCE: Area Planning Board of Palm Beach County, derived from local Housing Authority information, 1980.

Since all of the authorities are budgetarily constrained, most have at one time or another made an effort to coordinate with the Palm Beach County Employment and Training Program. This program, which is funded under the Comprehensive Employment and Training Act (CETA) of 1973, is a source of temporary full-time employees. Proportionately, the Riviera Beach Housing Authority is currently making the greatest use of the CETA Program with four (31%) out of thirteen (13) employees. Riviera Beach is followed by Delray Beach with 20%, Palm Beach County with 19% and Pahokee with 5%. Palm Beach County and the Pahokee Housing Authorities are currently seeking additional support from the CETA Program. This program provides a potentially unlimited source of trainees for the authorities' use.

All of the authorities' staffs have a minority (i.e., non-white) composition of 40% or greater. Riviera Beach Housing Authority has the highest composition (100%), followed by Belle Glade (70%), Pahokee (67%), West Palm Beach (51%), Palm Beach County (44%), and Delray Beach (40%). Staff tenant compositions are even more varied; three (3) authorities have tenants on staff (Belle Glade-89%, Pahokee-67%, and West Palm Beach-13%).

The issue of tenant participation in both policy-making and management is highly prominent. Many public housing tenants strongly feel that they are more aware of their problems and needs than the average authority commissioner who has never lived in public housing. These tenants, as a result, feel they deserve the opportunity to fully participate in both policy-making and management. Although tenant participation in management through employment with the authority is a common practice, tenant participation in policy-making through membership on the Board of Commissioners is not presently allowed in many areas of the country. While many are opposed to tenant membership on commission boards, even more are opposed to a new tenant thrust toward "veto power," the right to scrutinize and censor policy and management decisions. Opponents to the "veto power" concept of tenant participation argue that such a notion

implies an ability on the part of the average tenant to efficiently and effectively manage a housing authority. Veto power opponents do not believe any such management ability is widely prevalent among public housing tenants. They feel further that any tenant with such a marketable skill would probably not have a need for public housing.

Local executive director responses toward the issue of policy-making and management participation by tenants were essentially similar. On the question of participation in policy-making through membership on the Board of Commissioners, none were in favor of the idea; however, all but one expressed no objections. The remaining responses were in favor of participation through an advisory capacity only on matters directly affecting tenants. The Pahokee Housing Authority has had a tenant commissioner since 1976. On the question of participation in management through employment with the authority, all but one regarded it as a highly positive management concept. The remaining respondent felt that the confidentiality of tenant records would be jeopardized.

Financial Characteristics

The term financial characteristics has been utilized in reference to each authority's total operating funds and total operating expenditures. Within the framework of these basic concepts, financial information for housing authority activity in both public housing and the Section 8 Low-Income Housing Assistance Program is presented.

Public Housing

The basic factors addressed under public housing financial characteristics are each authority's operating funds and expenditures (See TABLE 27). Additionally, any estimated increases or decreases in authority reserves, as well as residual receipts are discussed. An average for each of these areas was computed based on budget information from fiscal years 1978 and 1979. This average is then compared to the 1980 budget estimate. Since all but one of the authorities (Belle Glade) is a HUD affiliate, this analysis is developed almost exclusively based on HUD concepts.⁽⁹⁾ Comparability between the HUD authorities and the Belle Glade Housing Authority, an FmHA affiliate, is thus limited, although general observations can be made. It should also be noted that the involvement of the Riviera Beach Housing Authority in this analysis is also limited due to a lack of sufficient information. Delray Beach is excluded from this analysis since it currently has no conventional or Section 23 public housing.

Operating funds are composed of operating receipts and various HUD contributions. Based on the terms and conditions of the HUD Annual Contributions Contract (see page 8 for explanation), the operating receipts of an authority refer to all rents, revenues, income and receipts. In the case of each authority, dwelling unit rents constitute the major source of operating receipts. Minor sources include excess utilities, non-dwelling rentals, and interest on general fund investments.

Depicted in TABLE 27 are operating receipts for each authority. The differences in operating receipts are due to a variety of factors including the total number of units involved, anticipated occupancy rates, and the proportions of lower- and higher income families. Differences in operating receipts among the authorities bear no reflection on their ability to deliver public housing.

HOUSING AUTHORITY-FINANCIAL CHARACTERISTICS-PALM BEACH COUNTY

PUBLIC HOUSING																									
Housing Authority	No. of Units		Operating Funds								Operating Expenditures							Reserves		Residual Receipts or (Deficit)					
			Total Operating Receipts		HUD Contributions			Total			Routine Expenditure %		Non Routine Expenditure %		Rents to Owners of Leased Dwellings (Sec. 23)							Total			
	Conventional	Section 23			78/79 Avg.	80 Est.	78/79 Avg.											Operating Subsidies	78/79 Avg.	80 Est.	78/79 Avg.			80 Est.	78/79 Avg.
Nest Palm Beach	634	-	473,675	510,500	170,230	146,757	N/A	N/A	643,905	676,257	92.0	97.0	3.0	3.0	0.0	0.0	720,745	661,460	-0-	14,757	78/79 Avg.	80 Est.	78/79 Avg.	80 Est.	-0-
Palm Beach County	-	200	182,928	191,900	*	104,750	364,793	364,793	547,721	661,443	38.4	39.2	<1.0	<1.0	60.6	60.1	667,020	692,839	*	(-31,396)	*	*	*	*	-0-
Belle Glade	632	-	810,850	857,750	N/A	N/A	N/A	N/A	810,850	857,750	N/A	N/A	N/A	N/A	N/A	N/A	810,850	857,750	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Pahokee	515	-	431,610	401,820	212,005	158,869	N/A	N/A	643,615	560,689	87.0	98.0	13.0	2.0	0.0	0.0	667,255	666,450	-47,277	(-105,761)	-0-	-0-	-0-	-0-	-0-
Riviera	-	156	*	111,000	*	80,194	*	319,130	*	510,324	*	35.0	*	0.4	*	65.0	*	510,324	*	-0-	*	*	*	*	-0-

Source: Area Planning Board of Palm Beach County, derived from local Housing Authority information, 1980.

* - Information not available

N/A - Not applicable

Authorities which showed increases in operating receipts compared to their 1978-1979 average, include West Palm Beach (7%), Palm Beach County (5%), and Belle Glade (5%). Only the Pahokee Housing Authority showed a decrease in receipts (7%). TABLE 27 also shows that operating receipts as a percentage of total operating funds vary from authority to authority: West Palm Beach (75%); Palm Beach County (29%); Belle Glade (100%); Pahokee (72%); and Riviera Beach (22%). These differences reflect upon the extent to which each authority is dependent upon outside support, especially HUD contributions.

Major HUD contributions, based on the format of the operating budget, include operating subsidy and the Basic Annual Contribution. Operating subsidy is provided for projects under both the conventional and the Section 23 housing programs. While an operating subsidy is provided for Section 23 leased housing programs on a case-by-case basis, subsidy for conventional programs is provided based upon the Performance Funding System (PFS). In determining the amount of operating subsidy for which an authority is eligible, the PFS computes a "formula expense level" based upon the following variables: 1) population of the SMSA, 2) average number of bedrooms per project unit, 3) average age of all the authority's projects, 4) HUD supplied Fair Market Rent for non-elevator two-bedroom units, 5) average height of each project, and 6) HUD supplied index for the relative regional operating cost.

If the computed level of operating subsidy is less than what is needed to offset a deficit, the difference must be provided by the authority from other sources, typically a reserve account. If the computed level of operating subsidy is greater than what is needed to offset a deficit or if there is no deficit, the surplus is typically passed on to a reserve account. If the surplus is enough to push the reserve account beyond the maximum allowable level (i.e., 50% of total estimated routine expenditures) only that portion of the surplus which will bring the reserve account to its maximum level can be added. A common deployment for any remaining surplus is a transferral to the debt service fund.

TABLE 27 shows HUD operating subsidy levels by authority for 1980. When compared to their 1978-1979 average, West Palm Beach shows a 3% decrease and Pahokee shows a 25% decrease. Operating subsidy as a percentage of the total operating fund, varies from authority to authority. In West Palm Beach, operating subsidy accounts for 25% of the total operating fund, in Palm Beach County, 16%; in Pahokee, 28%; and in Riviera Beach, 16%.

The Basic Annual Contribution, as provided within the format of the operating budget, serves as the avenue through which debt service funds are provided to authorities with Section 23 leased housing. These funds serve toward paying off the bonds originally sold to finance the construction of the project. The amount of the Basic Annual Contribution is fixed and unchanged based on the Annual Contributions Contract as it is initially executed between HUD and the authority. Technically, this amount is only a maximum allowable annual contribution. A HUD formula relating to the authority's operating efficiency determines the actual amount of the contribution which is provided on a quarterly basis. Essentially, the Basic Annual Contribution is an "earned" amount equal to or less than the maximum allowable level.⁽¹⁰⁾

Through the Basic Annual Contribution, debt service costs are being paid for the Section 23 projects managed by the Palm Beach County and Riviera Beach Housing Authorities. As a percentage of total operating funds, Palm Beach County's Basic Annual Contribution was 55% and Riviera Beach's was 65%.

Overall, the short-term indication is that total operating funds are increasing. When the 1978-1979 average is compared to the 1980 estimate, West Palm Beach shows a 5% increase in operating funds. Based on the foregoing analysis, this increase appears to have been largely aided by the Authority's 7% increase in operating receipts, since the HUD operating subsidy decreased by 3%. Palm Beach County shows the largest increase in operating funds with 17%. This increase is partly attributable to the 5% increase in operating receipts. However, the input of HUD contributions is unclear since no data is available for fiscal years 1978 and 1979. Belle Glade shows a 5% increase above the 1979 funding level, an amount equal to the increase in operating receipts. Only Pahokee shows a decrease (13%) in total operating funds. This decrease appears to have resulted from a 7% decrease in operating receipts and a 25% decrease in operating subsidy.

Operating expenditures, according to the HUD Annual Contributions Contract, constitute all costs incurred by an authority which are necessary in providing decent, safe, and sanitary dwellings for low-income families. Total operating expenditures for each authority are broken down into three (3) categories: routine, non-routine, and other.

Routine expenditures typically represent the major continuing expenditures necessary in sustaining the operation of an authority. As reflected in TABLE 28, line items comprising this cost element include: 1) administration, 2) tenant services, 3) utilities, 4) ordinary maintenance and operation, 5) protective services, and 6) general expenses. Expenditures for the Belle Glade Housing Authority are referred to under a general heading known as "Operations and Maintenance" including the following line items: 1) salaries and wages, 2) utilities, 3) maintenance, 4) insurance, 5) taxes, and 6) other expenses. To facilitate comparability, the Belle Glade expenditure line items are included in TABLE 28 as routine expenditures: data for line item (1) is shown under administration; line item (2) is shown under utilities; line item (3) is shown under ordinary maintenance and operation; and data for line items (4), (5) and (6) are shown under general expenses.

As shown in TABLE 28, an average was computed for each line item. Based on the 1980 average expenditure per line item it is possible to establish the following spending priority:

- 1) Ordinary maintenance and operation (35%);
- 2) Administration (27%);
- 3) Utilities (24%);
- 4) General expense (12%);
- 5) Tenant services (2%);
- 6) Protective services (1%).

There is no HUD regulation or rule of thumb regarding a desirable priority of spending.

TABLE 28

A COMPARISON OF HOUSING AUTHORITY ROUTINE EXPENDITURES
(Percentage)

Housing Authority	Expenditure Line Items											
	Administration		Tenant Services		Utilities		Ordinary Maintenance		Protective Services		General Expenses	
	78/79 Avg.	80 Est.	78/79 Avg.	80 Est.	78/79 Avg.	80 Est.	78/79 Avg.	80 Est.	78/79 Avg.	80 Est.	78/79 Avg.	80 Est.
West Palm Beach	20.0	22.0	2.0	0.3	20.0	20.0	43.0	41.0	0.0	0.03	15.0	17.0
Palm Beach County	38.0	39.0	4.0	5.0	20.0	20.0	29.0	27.0	0.05	0.0	8.0	9.0
Belle Glade	30.5	31.0	N/A	N/A	22.0	21.0	36.0	38.0	N/A	N/A	11.0	10.0
Pahokee	16.0	17.0	0.7	2.0	35.0	32.0	36.0	37.0	0.4	0.4	12.0	12.0
Riviera Beach	*	26.0	*	1.0	*	27.0	*	32.0	*	4.0	*	10.0
1980 Average	27		2		24		35		1		12	

SOURCE: Area Planning Board of Palm Beach County, derived from local Housing Authority information, 1980.

* - information not available.

N/A - not applicable.

Each authority's line item expenditures can also be compared to the 1980 areawide average. While expenditures in the areas of general expenses, tenant services, and protective services are generally close to the average for those areas, expenditures in other areas deviate from the average. In ordinary maintenance and operation, the average is 35% while West Palm Beach is high with 41% and Palm Beach County is low with 27%. A major factor affecting ordinary maintenance and operation cost for West Palm Beach is structure age. Over half of the units are 39 to 40 years old and thus require attention with increasing regularity. An additional factor is the dispersement of the housing. Factors contributing to the Palm Beach County deviation are not readily discernable. In the area of administration, Palm Beach County shows the high expenditure (39%) and Pahokee shows the low (17%). Within the area of utilities, the greatest deviation is for Pahokee, with a high of 32%. Factors affecting these estimates, again, are not discernable.

Non-routine expenditures historically represent those expenditures over and above the authority's normal operating requirements. Line items include extraordinary maintenance expenses, equipment replacement and new equipment. Any fluctuations between non-routine and routine expenditures are dependent upon the specific annual demands and objectives of the authority. TABLE 27 reflects these expenditures.

Only the Palm Beach County and Riviera Beach Housing Authorities show an expenditure in addition to the major categories of routine and non-routine expenditures. This expense is referred to within the format of the operating budget as "Rents to Owners of Leased Dwellings" and is classified only as an operating expense. As the annual leasing expense for the Authorities' Section 23 projects, this expense constitutes the largest single expense item for each of these authorities. As a percentage of total operating expenditures, Palm Beach County's 1980 estimate, as depicted in TABLE 26, is 60% and Riviera Beach's is 65%. At such time as the bonds are paid off which originally financed the construction of the Section 23 projects at these Authorities, annual operating costs should be substantially reduced.

Overall, the short-term trends in total operating costs are varied among the authorities. When the 1978-1979 average operating costs are compared to the 1980 estimates, West Palm Beach shows an 8% decrease. Based on the information presented in TABLE 28, this decrease appears partly attributable to decreases in the areas of tenant services, utilities, and ordinary maintenance and operation. Palm Beach County shows a 4% increase in total operating expenditures. This increase appears partly attributable to increases within the areas of administration, tenant services, and general expenses. Belle Glade shows an increase of 5% above its 1979 cost level. This increase in costs appears related to increases within the areas of administration and ordinary maintenance and operation.

In the case of Pahokee, TABLE 27 reveals a decline of less than 1% between the 1978-1979 average and the 1980 estimate. This slight decline in cost appears related to a slight decrease within the area of utilities.

-With respect to the relationship between estimated 1980 total operating expenditures and total operating funds, the situation is also varied among the represented authorities. Only West Palm Beach shows 1980 total expenditures which are less than total operating funds. As reflected in TABLE 27, the difference of 2% was passed on to the Authority's reserve account creating an estimated 1980 year end level that is 30% of the maximum reserve level. In the cases of both Belle Glade and Riviera Beach, the estimated total operating expenditures and total operating funds are equal. In the cases of both Palm Beach County and Pahokee, the total operating expenditures exceed total operating funds. As shown in TABLE 26, the Palm Beach County difference of 4.5% was made up of the Authority's reserve creating a decrease in that account, which created an estimated 1980 year end level that is 25% of the maximum reserve level. The Pahokee difference of 16% was also made up with reserved funds with a resulting decrease in that account. Pahokee's estimated 1980 year end reserve level is 10% of the maximum reserve level.

Based on the information reflected in TABLE 27, none of the authorities show any residual receipts for 1978, 1979, or 1980. Residual receipts refer to aggregate operating receipts in excess of aggregate operating expenditures. Although no deficits are shown for 1980, West Palm Beach is shown as having had deficit budgets in both 1978 and 1979. Sufficient information was not available to assess Palm Beach County and Riviera Beach relative to deficits.

Section 8 Housing

The analytical discussion pertaining to the Section 8 Housing Assistance Program is concerned only with the Existing Housing component. Giving attention to the fiscal year 1980 Estimate of Required Annual Contributions, four (4) factors are addressed: 1) Housing Assistance Payments; 2) Administrative Fee; 3) Audit Cost; and 4) Other (See TABLE 28). These are the major cost factors covered by the HUD annual contribution.

In Palm Beach County, there are four (4) housing authorities presently involved in the management of Section 8 Existing Housing; West Palm Beach, Palm Beach County, Riviera Beach and Delray Beach. The current authorization of Section 8 Existing Housing for authority management in Palm Beach County consists of 2,101 units. In order to support this authorization, a variety of contribution requirements are depicted in TABLE 28. These varying requirements are due to a number of factors, especially the total number of units involved in each case and the sizes of the units.

Funds for housing assistance payments comprise the largest portion of each authority's contribution requirement from HUD. Housing Assistance Payments are partial rent payments provided by the authority to Section 8 landlords on behalf of participating families.

As a percentage of the total required contribution, the average request for housing assistance payments is 88%. As reflected in TABLE 29, the percentage allocations for this requirement are fairly equal ranging from a high of 90.5% to a low of 86.1%.

TABLE 29

FINANCIAL CHARACTERISTICS: SECTION 8 EXISTING HOUSING
PALM BEACH COUNTY

Housing Authority	1980 Estimate of Required Annual Contributions					
	Authorized Units	Total Required Contribution (\$)	Housing Assistance Payment(%)	Admin. Fee(%)	Audit Cost(%)	Other (%)
West Palm Beach	910	2,019,603	86.1	13.6	0.1	0.0
Palm Beach County	771	2,766,020	90.5	9.5	0.0	0.0
Riviera Beach	176	568,588	89.1	10.5	.4	0.0
Delray Beach	264	764,052	87.6	12.0	.2	.05

SOURCE: Area Planning Board of Palm Beach County, Local Housing Authority information, 1980.

Each authority in order to execute its program is allowed an administrative fee. The HUD formula provides for two (2) methods of computing this fee. The authority is entitled to the greater amount. One method is equal to 8.5% of a HUD-approved fair market rent for a 2-bedroom unit multiplied by the number of unit months. A second method is equal to the product of \$15 multiplied by the number of unit months. As a percentage of the total required contributions, the average administrative fee is 11.4%. As in the case with the Housing Assistance Payment, the administrative fee requirements are also fairly equal ranging from a high of 13.6% to a low of 9.5%.

As an additional allowable expense, each authority is permitted to include within the total required contribution the cost of an audit by an independent public accountant. As shown in TABLE 29, all of the percentage allocations are less than 1% of the total contribution requirement.

Overall, although the amounts of required contribution are different, the percentage distribution of expenditures is quite similar from authority to authority. The most significant control mechanism is the limitation placed on the manner in which administrative cost is computed.

The future of the Section 8 Existing Housing Program in Palm Beach County could bring a reduction in the total number of authorized units and thus a reduction in the total cost of the program. This observation is directly related to the problem cited by almost all of the authorities concerning a persisting low vacancy rate within the County. The vacancy rate has a direct bearing upon the number of units available for leasing. Of the 2,121 units currently authorized for Palm Beach County, 12% are presently not engaged in leasing agreements due to the absence of available units for leasing.

Service Characteristics

The term service characteristics has been utilized in reference to the admission policies administered by each authority and the tenant services each provides (See TABLE 30). Service characteristics are different from the other major characteristics (i.e., physical, organizational, and financial) in that they are more directly concerned with the public housing tenant. This section is primarily concerned with public housing activities, since Section 8 families are not admitted, as such, and receive no tenant services.

Two (2) basic factors are addressed in service characteristics; 1) admission policies and 2) tenant services. Brief attention is also given to the status of any tenant organizations established at each authority. Delray Beach is excluded from this analysis since it currently has no conventional public housing.

Guidelines governing the admission of families into public housing have been developed, approved and implemented by each authority. As reflected in TABLE 30, key elements in each authority's admission policies include eligibility criteria, preference, policies for continuing occupancy, a lease agreement and waiting list.

Family income is the chief determinant of admission eligibility, with the exception of Belle Glade. The principal factor in determining eligibility at the Belle Glade Housing Authority is agricultural employment. This difference marks a major distinction between HUD affiliated and FmHA affiliated housing authorities. Housing owned by HUD authorities is properly referred to as public housing and is provided for families with low-incomes. Housing owned by FmHA authorities is properly referred to as farm labor housing and is provided as low-rent housing for agricultural workers. Thus, while employment is not necessary for admission eligibility in public housing, it is necessary for admission eligibility in farm labor housing. Consequently, the low-income emphasis of public housing has a profound impact on limiting operating receipts. Conversely, in farm labor housing such a relationship between aggregate tenant income and operating receipts does not necessarily exist. The analysis of financial characteristics shows that operating receipts constitute 100% of the total operating funds for the Belle Glade Housing Authority. However, for public housing (HUD) authorities, operating receipts average 50% of total operating funds. The remaining 50% is derived from HUD subsidies.

Following a determination of admission eligibility, families are most commonly placed according to an established order of preference. This method of placement is practiced by all of the authorities except Belle Glade. As reflected in TABLE 30, all established orders of preference are first based upon a schedule of rent ranges. This schedule provides a variety of rent levels. The schedule also provides a corresponding percentage distribution of families to be allocated to each rent range. Essentially, the schedule of rent ranges comprises the authority's admission goals; the number of families to be admitted with lower rent levels up to the number with higher rent levels. The extent to which actual admissions correspond to planned admissions relates directly to the availability of total operating receipts (especially if the vacancy rate adheres to plan). Aside from rent range schedules, the authorities vary in their approach to establishing an order of preference. Within the schedule of rent ranges, West Palm Beach and Palm Beach County give preference first to those qualifying or displaced. Pahokee also follows this pattern but according to established residency requirements. Preference in Riviera Beach is given first to residents of the city and second to non-residents.

TABLE 30

SERVICE CHARACTERISTICS: PUBLIC HOUSING

Housing Authority	ADMISSION POLICIES				TENANT SERVICES			
	Chief Eligibility Criteria	Preference Statement	Continuing Occupancy Policies	Lease Agreement	Social Services	Dwelling Unit Maintenance	Grounds-Keeping	Protective Services
West Palm Beach	Income	Rent Range Displacees	X	X	Recreational Tutoring Child Day Care Counseling	X	X	X
Palm Beach County	Income	Rent Range Displacees	X	X	Recreational Job Training Transportation Youth Services	X	X	X
Belle Glade	Agricultural Employment	N/A	X	X	Recreational Limited Child Day Care	X	X	X
Pahokee	Income	Rent Range Residency Displacees	X	X	Recreational Transportation Referral Chore Service Project Head Start	X	X	X
Riviera Beach	Income	Rent Range Residency	X	X	Recreational	X	X	X

Source: Area Planning Board of Palm Beach County, derived from local Housing Authority information, 1980.

The admission policies of each authority also include policies governing continuing occupancy. In public housing these policies principally require a re-examination of income for the purpose of rent adjustments. As such the policies governing continuing occupancy basically operate to safeguard the low-income character of public housing, as well as to assure that eligible families are properly served. With respect to farm labor housing the continuing occupancy policies principally involve a re-examination of employment status to assure the provision of housing exclusively to agricultural workers.

The most prominent element within the admissions process is the lease agreement between the authority and the eligible family. The lease agreement formally and legally implements the admissions process, making both parties subject to all of the authority's rules and regulations. As indicated in TABLE 30, all the authorities have lease agreements. While the lease agreements for the HUD authorities have differences, they all subscribe to a model lease provided by the HUD Area Office in Jacksonville.⁽¹¹⁾ The model lease incorporates all federal requirements and is periodically updated. It is reviewed by the Florida Association of Housing and Redevelopment Officials which makes recommendations as to its form and content. Authority variations from the model lease must first be approved by HUD. The lease agreement, in the case of Belle Glade, serves as the Authority's admission policies.

In addition to the key elements already discussed the admission policies of each authority also provide for a waiting list. In each case a waiting list essentially serves as a roster of those families which have made preliminary application or which have been determined eligible, but for which appropriate units are not available. Depicted in TABLE 31 is the estimated number of families currently on the waiting list at each authority including Section 8 programs. There is a combined total of approximately 4,610 families currently on authority waiting lists.

TABLE 31

HOUSING AUTHORITY WAITING LIST INFORMATION

Housing Authority	Public Housing	Section 8	Total
West Palm Beach	250	750	1,000
Palm Beach County	1,100	1,200	2,300
Belle Glade	70	-	70
Pahokee	140	-	140
Riviera Beach	1,000 (including Section 8)	-	1,000
Delray Beach	-	100	100
TOTAL	2,560	2,050	4,610

Source: Area Planning Board of Palm Beach County, derived from local Housing Authority information, 1980.

The total number of families on waiting lists currently exceeds the total number of families presently residing in subsidized housing. This observation suggests a tremendous housing assistance need. All of the planned and presently executed efforts at program development, as shown in the analysis of physical characteristics, will only provide 656 (14% of the suggested need) new and substantially rehabilitated units if all planned activity is realized.

After being admitted into a public housing program, tenants have various social and technical needs which must be addressed by the authority. These needs are met through a variety of services provided to tenants by the authority. TABLE 30 shows that each authority makes certain social services are available to its tenants. These services are provided both directly and indirectly. The most common service provided directly is recreation. Most of the public housing sites have recreational facilities (e.g., playgrounds, community/recreational centers). The West Palm Beach Housing Authority provides a wider range of recreational services directly to its tenants. These services include summer camp programs, site seeing tours, a variety of sporting activities, scouting, and landscaping contests. The Palm Beach County Housing Authority directly supports a baseball and softball team. Some authorities have expanded recreational services indirectly by allowing various public and private community organizations to provide them. At the Palm Beach County Housing Authority, a 4H Club is sponsored by the Palm Beach County Cooperative Extension Service and other youth services are provided by the Youth Services Bureau. The Florida Farm Workers' Council provides recreational services at one site of both the Belle Glade and Pahokee Housing Authorities. In general, most of the efforts in the area of recreation are directed toward youth with very little attention toward the elderly.

Other social services such as educational assistance, job training, child day care, transportation, and counseling are provided indirectly as the authorities attempt to work with various public and private community organizations. Authorities with the most prominent linkages with community-based organizations are the West Palm Beach and Palm Beach County Housing Authorities. The Pahokee Housing Authority works primarily with the Palm Beach County Community Action Council (CAC). Through a Neighborhood Service Center, CAC provides transportation, referral services, senior citizen services and project Head Start. These services benefit the entire Glades area.

In response to the current level of social service availability, several executive directors expressed dissatisfaction. The most commonly cited problem was a lack of sufficient funds for the improvement of social services. The relationship between any feelings of dissatisfaction and the fact that tenant services ranks fifth as a spending priority out of six line items is unclear, especially with respect to the actual amount of control authorities have in this area. The 1980 estimated expenditure for tenant services averaged 2% of routine expenditures. In view of the problem of insufficient funds for social services, it appears that the West Palm Beach and the Palm Beach County Housing Authorities have made the best effort at implementing alternative strategies. Through the efforts of the social service program coordinator practically all of the sporting equipment for the West Palm Beach Housing Authority is donated by local retailers. The West Palm Beach program coordinator has also been successful in enlisting the assistance of a wide range of community-based organizations. The community services coordinator for the Palm Beach County Housing Authority has also been involved to a similar extent organizing a variety of donations.

Other services available to tenants are of a technical nature involving dwelling unit maintenance, grounds-keeping, and protective services. As reflected in TABLE 30, all the authorities provide dwelling unit maintenance. This activity typically involves the repair and replacement of appliances and electrical and plumbing fixtures, as well as the repair and replacement of windows and screens. Each of the authorities also periodically engages in general improvement programs (e.g., exterior painting, dwelling unit rehabilitation and replacements). For fiscal year 1980, HUD initiated a Comprehensive Modernization Program. This program gives housing authorities the option of diverting 50% of funds made available for public housing development for use in modernization and rehabilitation of existing public housing projects.⁽¹²⁾ Chapter IV of this study notes that improvement activity was recently initiated by the West Palm Beach and the Pahokee Housing Authorities. The Belle Glade Housing Authority is planning a variety of improvements at its Okeechobee site which are to be initiated in the near future. The livability of public housing is also fostered by adequate grounds-keeping services which are provided by each authority. The usual practice calls for authority responsibility for all of the common or open areas while tenants are held responsible immediately surrounding their place of residence.

Dwelling unit maintenance and grounds-keeping play a critical role in each authority's attempt to provide safe, decent, and sanitary housing. The analysis of organizational characteristics indicated that the maintenance staff of each authority appears either in balance or in excess of an adequate level. The analysis of financial characteristics shows that the top spending priority of each authority is ordinary maintenance and operation.

In addition to adequate dwelling unit maintenance and grounds-keeping services, the livability of public housing is further enhanced by the safety of tenants from criminal acts. Protective services are provided by each authority. While some of the authorities indicated past experience with safety problems, none indicated any current problems. If safe environments do in fact currently exist, efforts to maintain these environments appear very low. Based on the analysis of financial characteristics, 1980 estimated expenditures for protective services average 1% of routine expenditures (Belle Glade not included). As a result, protective services is at the bottom of spending priorities in each authority.

Overall, it appears that the technical needs of tenants are accorded a higher priority than their social needs. This observation is based largely on the budgeted expenditure differential of 17:1 between ordinary maintenance/operation and tenant services. The analysis of financial characteristics shows that the average expenditure in the area of maintenance is 35% of the total routine expenditures. The average expenditure for tenant services is 2% of total routine expenditures.

For the purpose of contesting actions by an authority (e.g., management negligence, rent increases, or evictions) tenants at each authority (with the exception of Belle Glade) have an opportunity to engage an established grievance procedure. Each of the executive directors indicated that there has been no need to hold a grievance hearing which is step 2 in the format of each authority's grievance procedure. The executive director of the Belle Glade Housing Authority indicated that the need for a formal grievance procedure has yet to arise.

As a mechanism through which tenants can participate in both the development and implementation of housing authority policy decisions, most of the authorities have established at least one tenant organization (See TABLE 32). Only Belle Glade has yet to establish a tenant organization.

Overall tenant participation via tenant organizations appears very low since only two of the seven (7) established tenant organizations are currently active—one at West Palm Beach's Southridge Project and one at the Pahokee Housing Authority. All of the authorities indicated that efforts are currently underway to reactivate inactive organizations. Belle Glade indicated that efforts to establish its initial tenant organization are presently being made. Reasons for the large number of inactive tenant organizations are unclear. Reasons why the two organizations that are active have remained so are also unclear. Executive director responses toward the issue of tenant participation on authority boards of commissioners and participation through employment with the authority are discussed in the analysis of organizational characteristics.

TABLE 32

HOUSING AUTHORITY TENANT ORGANIZATIONS

Housing Authority	ACTIVE	INACTIVE	TOTAL
West Palm Beach	1	2	3
Palm Beach County	0	2	2
Belle Glade	0	0	0
Pahokee	1	0	1
Riviera Beach	0	1	1
TOTAL	2	5	7

SOURCE: Area Planning Board of Palm Beach County, derived from Housing Authority information, 1980.

In 1978 a HUD Task Force on Tenant Participation in the Management of Low-Income Housing published its report consisting of majority and minority recommendations. The consensus is that tenant participation both in policy-making and management needs to be improved. However, there are differences of opinion as to how this is to be achieved.⁽¹³⁾

FOOTNOTES

- 1 Florida Statutes (1977), Chapter 421.02, p.218.
- 2 Factors partially derived from HUD Low-Rent Housing Project Management Handbook, Chapter 8, Section 4, Engineering Surveys and the HUD Housing Authority Physical Inspection Report, Form #92470.
- 3 U.S. Department of Housing and Urban Development, Final Report of the Task Force on Tenant Participation in the Management of Low-Income Housing, (Washington, D.C.: HUD, 1978), p. 36.
- 4 Telephone conversation with Mike Mitchell, -Public Housing Division, HUD Area Office, Jacksonville, Florida, February 1, 1980.
- 5 U.S. Department of Housing and Urban Development, Federal Register, "Areawide Housing Opportunity Plans," Part VI, (Washington, D.C.: GPO, Monday, January 16, 1978), p. 2358.
- 6 Mike Mitchell, February 1, 1980.
- 7 Telephone conversation with Remar Harvin, Director, Community Development Department, City of Belle Glade, February 1, 1980.
- 8 Mike Mitchell, February 1, 1980.
- 9 Concepts derived from HUD Low-Rent Housing Program Operating Budget, Form #52564 and HUD Annual Contributions Contract, Article IV, p. 32-56.
- 10 Telephone conversation with Jean Bates, Financial Analyst, HUD Area Office, Jacksonville, Florida, February 21, 1980.
- 11 Telephone conversation with Roosevelt Page, Public Housing Division, HUD Area Office, Jacksonville, Florida, February 28, 1980.
- 12 Massoni Associates, Planners Roll Call, Vol. IV, No. 2 (Washington, D.C.: 1980), p.3.
- 13 U.S. Department of Housing and Urban Development, Final Report - Tenant Participation, p.36.

CHAPTER VI

ALTERNATIVE HOUSING DELIVERY STRATEGIES FOR PALM BEACH COUNTY

The preceding chapter presented an analysis of housing authority operations within Palm Beach County through the use of specific operational guidelines as provided by both HUD and Chapter 421 of the Florida Statutes.⁽¹⁾ That analysis served as a base upon which to assess the structural adequacy of the current public housing delivery system. As noted earlier, there are eight (8) housing authorities operational within the County, seven (7) of which are currently functioning. The structural framework under which these authorities operate is such that each is an independent and autonomous entity within its respective jurisdiction. These authorities currently operate in a manner which is designed to address only the housing needs of their individual jurisdictions. In general, the analysis presented in this report showed that each of the authorities has been successful in providing decent, safe and sanitary housing within the financial reach of lower-income families; however, certain common problems were identified. These problems generally appear to be an inability to provide a sufficient amount of lower-income housing and adequate social services.

In view of these problems, Chapter VI is aimed at exploring the extent to which an areawide approach to the delivery of public housing might remedy the present situation. In considering a change from a local to an areawide approach, two (2) basic considerations are highlighted: 1) individually, the authorities have not been able to effectively address the need for an expanded lower-income housing stock and adequate social services, and 2) collectively these problems might be addressed with better results.

The concept of an areawide approach encompasses several basic ideas: decreased fragmentation and increased coordination; shared goals and objectives instead of competitive goals and objectives; and a greater capacity for output as a result of combined skills, technologies, fiscal abilities and other resources. An areawide approach to public housing would allow a combined effort in working to completely satisfy both the qualitative and quantitative aspects of federal and state requirements. This approach also fosters the spirit of intergovernmental coordination and creates a united front for increased leverage in dealing with the federal bureaucracy.

The Florida Housing Authorities Law (Florida Statute, Chapter 421) provides a variety of alternative strategies for the delivery of public housing from an areawide perspective. This variety is most clearly expressed within a continuum of formal cooperation incorporated within Section 421.11. This Section provides for varying degrees of cooperation between any two (2) or more housing authorities and any County or city housing authority and one or more local governing bodies.⁽²⁾

The design of this continuum, particularly as it relates to cooperation between authorities, can be viewed as having extremities of total autonomy at one end and consolidation at the other. Between these two (2) extremes are interim degrees of cooperation (See FIGURE XII). Under the concept of total consolida-

tion, two (2) or more authorities merge to a point at which all power and responsibility for future operations is transferred to one authority under the control of one board of commissioners.

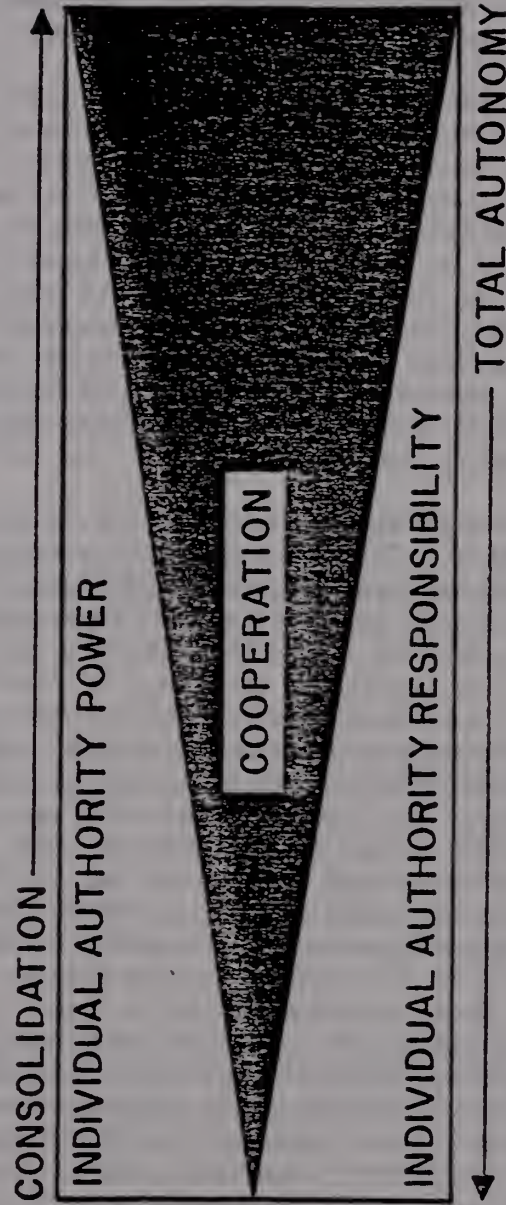
According to FIGURE XII, as authorities move in the direction of consolidation, the degree of cooperation between them increases while both individual authority power and responsibility decreases. The extensive cooperation at the point of consolidation would be facilitated most likely through both a resolution and a formal agreement between the participating authorities. To the extent that the idea of consolidation implies the dissolution of any participating authority, it is generally regarded as impractical, if not impossible, especially in view of any existing responsibilities any of the authorities may have. At the other end of the continuum under the concept of total autonomy, each authority operates totally independent without any cooperation and each is controlled by its own board of commissioners. FIGURE XII shows that, as authorities move in the direction of total autonomy, the degree of cooperation between them decreases while both individual authority power and responsibility increases.

The concept of consolidation has been a topic of investigation and discussion at both the federal and state levels. During 1975, HUD initiated a two (2) year demonstration program to test consolidation and cooperation as alternative mechanisms in the delivery of public housing. The aim of this program was to measure the impact of these alternatives relative to cost reductions, improved operating procedures and increased services to tenants. At the present time, the study still remains unfinished; however, HUD has identified local autonomy as a formidable obstacle to the concept of consolidation.⁽³⁾ HUD has yet to develop a formal position with respect to the feasibility of consolidation as a viable alternative strategy in the delivery of public housing. On the state level, the viability of consolidation as an alternative public housing delivery strategy is also questionable. According to officials at the Department of Community Affairs, mandatory consolidation, a highly controversial issue, has come before the Florida Legislature on several occasions, most recently in 1978. Historically, however, this issue has been unable to progress beyond committee review.⁽⁴⁾ Like HUD, the Department of Community Affairs has also been unable to develop a formal position as to the feasibility of consolidation.

The cooperation continuum also suggests that there are varying degrees of cooperation between housing authorities. These interim degrees of cooperation provide a voluntary means of addressing mutual needs and problems while also preserving the autonomy of each participating authority. Increased efficiency and lower operating costs can also be achieved depending upon the terms upon which such cooperative agreements are based.

An example of an interim degree of cooperation can be found in the Brevard Family of Housing Authorities. This coalition is comprised of the housing authorities of Brevard County and the Cities of Cocoa, Melbourne, and Titusville. Organizationally, these authorities operate with one secretary/executive director while each authority retains its board of commissioners. The employees of this coalition are treated as employees of one employer for taxing, insurance, social security, and other purposes. However, they are each assigned

PUBLIC HOUSING AUTHORITY COOPERATION CONTINUUM



SOURCE: Area Planning Board of
Palm Beach County, 1980.

FIGURE XII

to an individual authority. The Cocoa Housing Authority serves as the central administrative office. From a fiscal standpoint, a separate general depository for HUD contributions is maintained at the central office for each authority. On a monthly basis, each authority pays into a revolving joint fund. Out of this fund each authority's share of the day-to-day operations cost is paid on a prorated basis. This revolving fund is maintained in the name of the Cocoa Housing Authority. According to the executive director, the coalition currently enjoys a high degree of efficiency and economy due to several factors including standardization, consistency of policy, volume purchasing, increased specialization, and a high quality staff. The Brevard Family of Housing Authorities has operated as a coalition for the past twenty (20) years.⁽⁵⁾

Some neighboring authorities may choose to exercise some degree of formal cooperation while others may choose to operate in a totally autonomous fashion without any degree of cooperation. Housing authorities operating under these latter conditions obviously cannot expect to enjoy any of the benefits which might be associated with the presence of cooperation or coordination. The situation characterized by this end of the continuum, where there is a complete absence of any degree of formal cooperation, is similar to the situation as it presently exists within Palm Beach County. Complete independence and autonomy characterize the structural format under which the Palm Beach County housing authorities currently operate. Few resolutions have been adopted and few agreements have been executed between the authorities relative to the overall process of providing and managing public housing.

Some advances have been achieved in the sphere of inter-authority cooperation within Palm Beach County. This is specifically depicted in the cooperation agreement which exists between the Palm Beach County and Boynton Beach Housing Authorities and the City of Boynton Beach. Under the terms of this agreement, the Palm Beach County Housing Authority entirely operates the delivery of public housing in Boynton Beach, although the board of commissioners for the Boynton Beach Housing Authority retains responsibility for the provision of subsidized housing. The agreement allows Boynton Beach the availability of public housing expertise while greatly reducing start-up and operation costs. The Palm Beach County Housing Authority also has a cooperation agreement with the City of South Bay. This agreement was necessary in order for the County Authority to build its project within the corporate boundaries of the City of South Bay. Other less formal interlocal agreements exist in the County, generally within the implementation of Section 8 existing programs. Under these agreements, housing authorities are permitted to support Section 8 housing outside their designated areas of operation. These agreements can be executed between housing authorities or between a housing authority and a local municipality. Interlocal agreements currently exist between the Palm Beach County Housing Authority and the Housing Authorities of Delray Beach, Boynton Beach, and Riviera Beach, and the City of Lake Worth. These agreements contribute toward maximum utilization of Section 8 funds. In general, however, little formal cooperation exists between individual housing authorities operating within the County. One of the most significant results of this situation is that any common problem or need escapes solution through the impact of combined skills, technologies and resources.

From an areawide point of view, the analysis in Chapter V identifies at least two (2) basic problems which the public housing delivery system within the County is currently experiencing. These problems involve a need to expand the housing stock and a need to more adequately provide social services to tenants. With respect to the housing stock inadequacy the foregoing analysis of physical characteristics shows that the current need for public housing (including Section 8 housing) amounts to 8,687 units. This figure is computed by combining the total number of currently occupied units (4,077) and the current need for additional units (4,610) based on waiting list estimates. When the total need for public housing (8,687 units) is compared to the total number of currently available units (4,338), the result is that 49.9% of the current need is being met while 50% of the need is currently going unmet. The present level of unmet need can be attributed to several factors. According to the analysis of physical characteristics, these factors include the following:

1. Since 1976, no units of new public housing (including Section 8 New Construction Housing) have been built;
 - West Palm Beach has not added units since 1965
 - Palm Beach County has not added units since 1975
 - Belle Glade has not added units since 1940
 - Pahokee has not added units since 1971
 - Riviera Beach has not added units since 1976
2. The average construction date of public housing projects in Palm Beach County is 1959; thus, the average age is 21 years. In mid 1980, Delray Beach is planning to make public housing units available for the first time. This project consists of 200 units and has taken eight (8) years to complete.
3. Only 556 additional units are projected to be built in 1980. This figure represents only 12% of the estimated current need. Also, only 100 units are scheduled to be rehabilitated in 1980 (See TABLE 4).

Concerning the provision of social services to tenants, most of the executive directors expressed dissatisfaction at the inadequacy of the services currently available. This problem was commonly attributed to a lack of sufficient funds for social service improvements. The 1980 estimated expenditures for tenant services averaged less than 2% of routine expenditures.

It has been almost unanimously suggested by the executive directors that housing stock and social service inadequacies are problems which exceed the resources and capacities of their individual authorities. In view of this consensus, it would appear that these problems and other common needs are prime candidates for a cooperative or coordinated approach if solutions and improvements are to be sought.

In addition to possible improvements within specific areas such as those relating to the overall housing stock and tenant social services, the possibility also exists for improved efficiency and economy within the area of management in general. There are several basic factors which can characterize the cooperative process relative to housing authority operations. These factors include the exchange of knowledge and skills through a communications network. Exchange material could include successful management practices and techniques as well as methods and approaches to specific problem situations. An additional

-factor is areawide policy-making based on common goals and objectives. Still another factor concerns the joint acquisition and utilization of equipment for data processing, maintenance, etc. The collective impact of these factors would be a greater measure of coordination particularly with respect to planning, budgeting, and implementation activity.

The Brevard Family of Housing Authorities model provides still further insight into the potential of the cooperative process. As noted earlier, the Brevard coalition is currently experiencing a high degree of efficiency and economy as a result of the collective impact of several factors. These factors include the standardization of operational procedures, personnel policies, admission policies, grievance procedures, etc. Other factors include volume purchasing and increased specialization especially relative to inventory, accounting, and bookkeeping control. An additional factor is that of a higher quality staff since combined fiscal resources enables Brevard to pay competitive salaries.⁽⁶⁾

Essentially, it appears that a cooperative areawide approach is a viable and practical alternative to the public housing delivery system as it currently operates within Palm Beach County. The Florida Housing Authorities Law provides several mechanisms for the implementation of such an areawide approach. The most flexible of these mechanisms is embodied within Section 421.11 which provides for varying degrees of cooperation between housing authorities. With respect to the housing authorities within Palm Beach County, the remaining question relates to which of the alternative degrees of cooperation would be most appropriate. Under the present circumstances wherein these authorities operate in a state of relative autonomy, it is unlikely that any extreme degree of cooperation such as consolidation would or could be achieved. This is the case, especially in view of present political and financial situations. In light of these conditions, it would also be impractical to strongly consider a model such as that which characterizes the Brevard Family of Housing Authorities. Thus, the remaining alternatives all involve a less intense degree of cooperation.

The basic recommendation of this study is that all of the Palm Beach County housing authorities, specifically the HUD affiliates, join to form a loose confederation. The principal feature of such an alliance would be volunteerism. This feature would preserve the maximum degree of independence in each prospective participant.

This areawide confederation could be facilitated through the formation of a committee of public housing and development officials. Such a committee would consist of one representative from each housing authority and one representative from each community development agency. Each agency's decision to participate in the formation of this committee would be formalized by a resolution adopted by the agency.

The basic purpose of the committee would be to serve as a forum for the exchange of information and joint planning through periodic meetings. This committee would serve in an advisory capacity only. The activities of the committee would involve the implementation of an effective communications network. This would require the input of an areawide coordinating agent with the capacity to provide research, plans and advisory assistance. The role of the coordinating agent might best be suited to an areawide planning organization. Since housing is only one of several other services and functions within a metropolitan area, it would also be important that all housing activities be coordinated with all other areawide activities. This need too could especially be well served by an areawide planning organization.

There is a wide range of activities which could be entertained by an areawide housing committee. One of the most productive activities might be a series of workshops or seminars covering a variety of housing related topics (e.g., program development techniques, social services, financial management, etc.). These presentations could feature local, state, and even national expertise. Sources of input would include experts from member agencies, other housing authorities and community development agencies within the state, the Florida Department of Community Affairs, the HUD Area Office, and other officials from state and national housing and redevelopment associations.

The success of this committee would be highly dependent upon the participation of a majority of the local public housing agencies, especially the larger ones. Only with voluntary majority participation will such a confederation as described above foster mutual benefits in the actual delivery of public housing and in dealing with the federal government.

This approach would involve minimal regional interference and maximum local input. Ultimately, it would represent a major step toward realizing cooperation and coordination among all of the principal entities (especially great is the need for an improved interface with local community development programs) involved in the delivery of subsidized housing. This recommendation represents the most appropriate means of realizing the areawide goal of maximum housing assistance to the people of Palm Beach County.

FOOTNOTES

- 1 HUD guidelines include the requirement that housing authorities operate in such a manner as to: 1) promote serviceability, efficiency, economy, and stability, and 2) achieve the economic and social well-being of all tenants. See HUD Terms and Conditions of a Consolidated Annual Contributions Contract Between Local Authority and the United States of America: Part Two, November 1969, p. 17.
- 2 Florida Statutes, Chapter 421.11(1) and (2), 1978, p. 222.
- 3 Telephone conversation with Joyce Roberson, HUD Central Office, Washington, D.C., June 26, 1979.
- 4 Telephone conversation with Joel Atkinson, Department of Community Affairs, State of Florida, Tallahassee, Florida, January 10, 1980.
- 5 Frank C. Chavers, Executive Director, Brevard Family of Housing Authorities, Cocoa Beach, Florida, to Gary Butler, Area Planning Board of Palm Beach County, West Palm Beach, Florida, September 6, 1979.
- 6 Telephone conversation with Frank Chavers, Executive Director, Brevard Family of Housing Authorities, Cocoa Beach, Florida, March 13, 1980.

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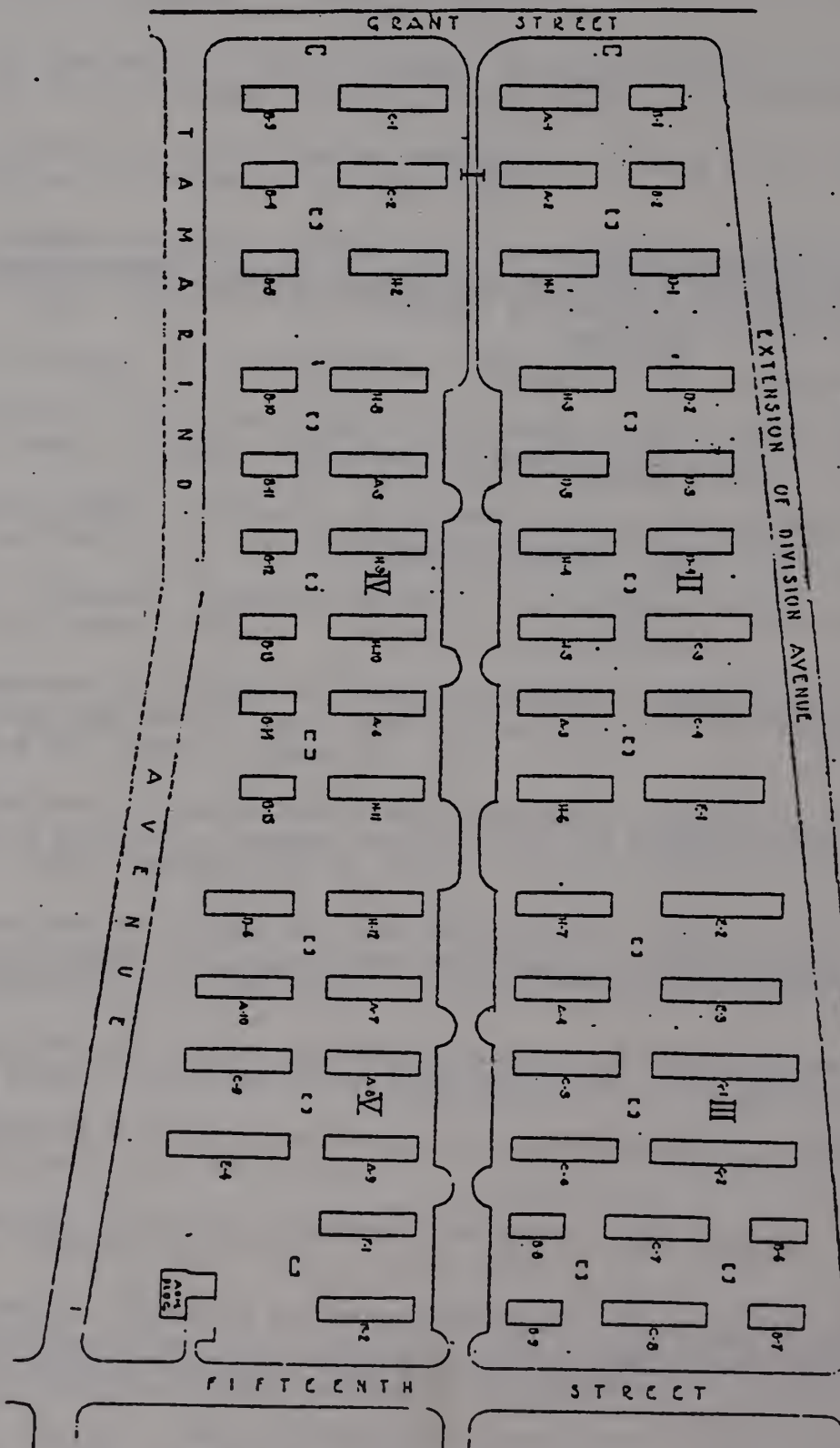
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APPENDIX

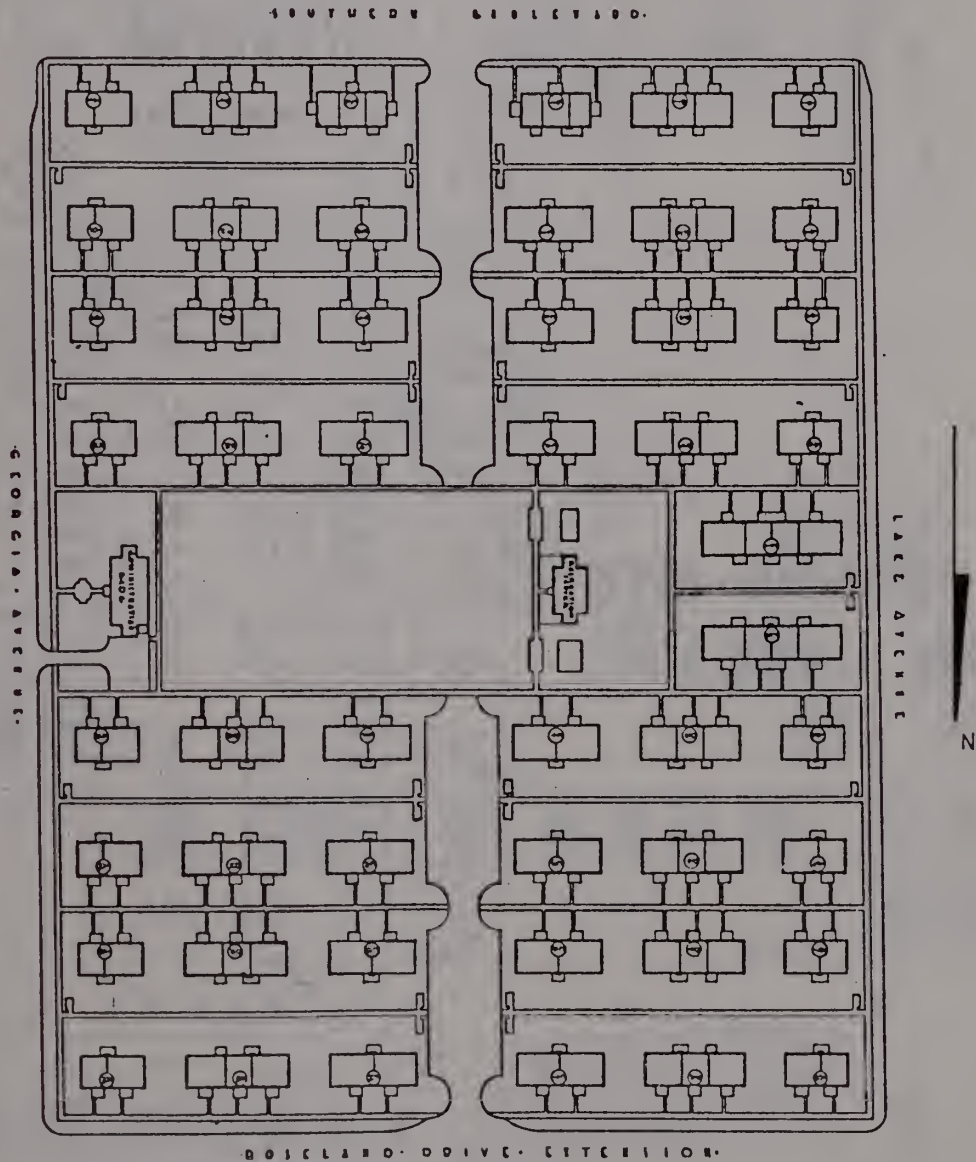
Public Housing Sites

PUBLIC HOUSING SITE:
DUNBAR VILLAGE



SOURCE: West Palm Beach Housing Authority, 1980.

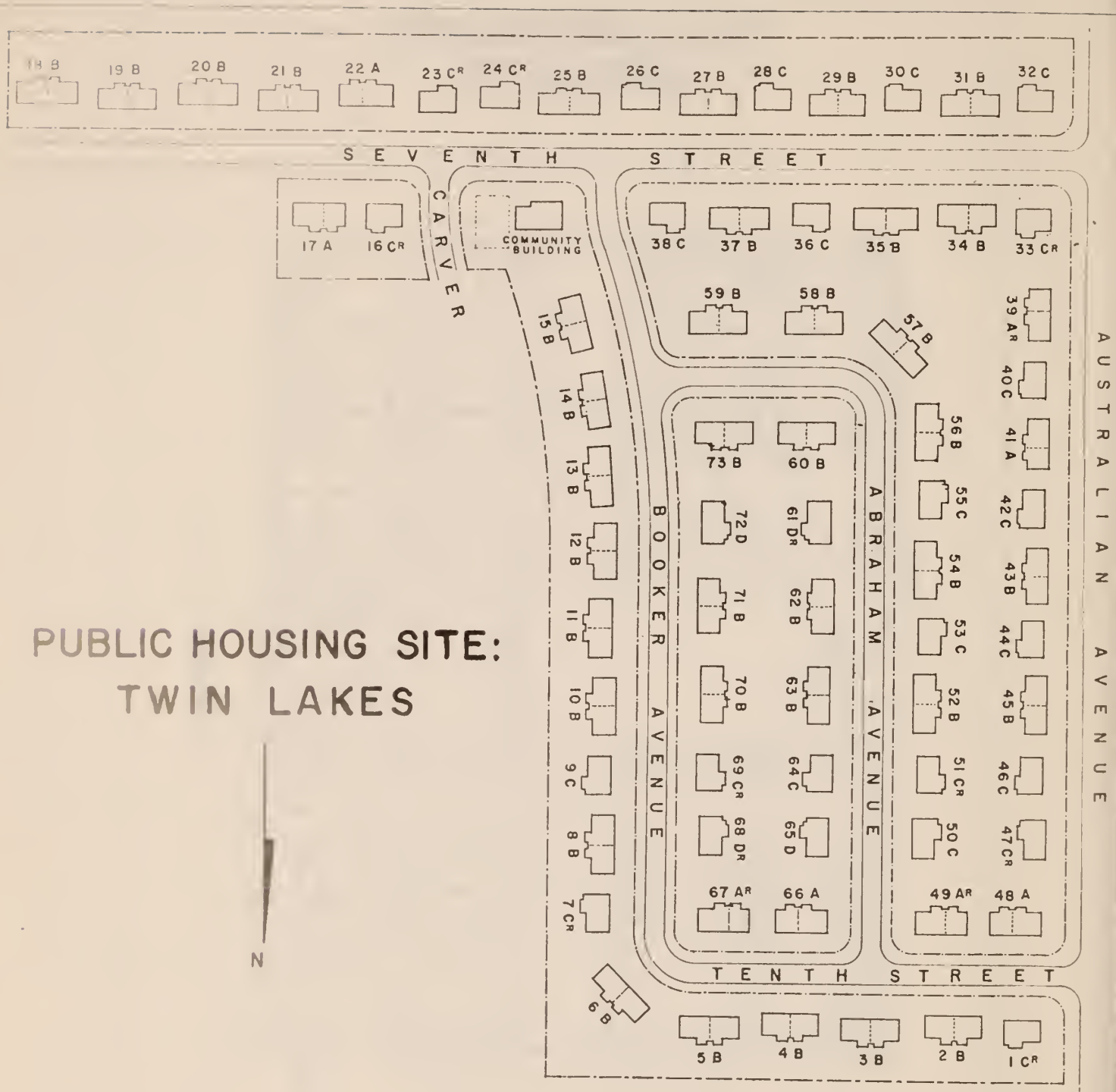
PUBLIC HOUSING SITE: SOUTHRIDGE



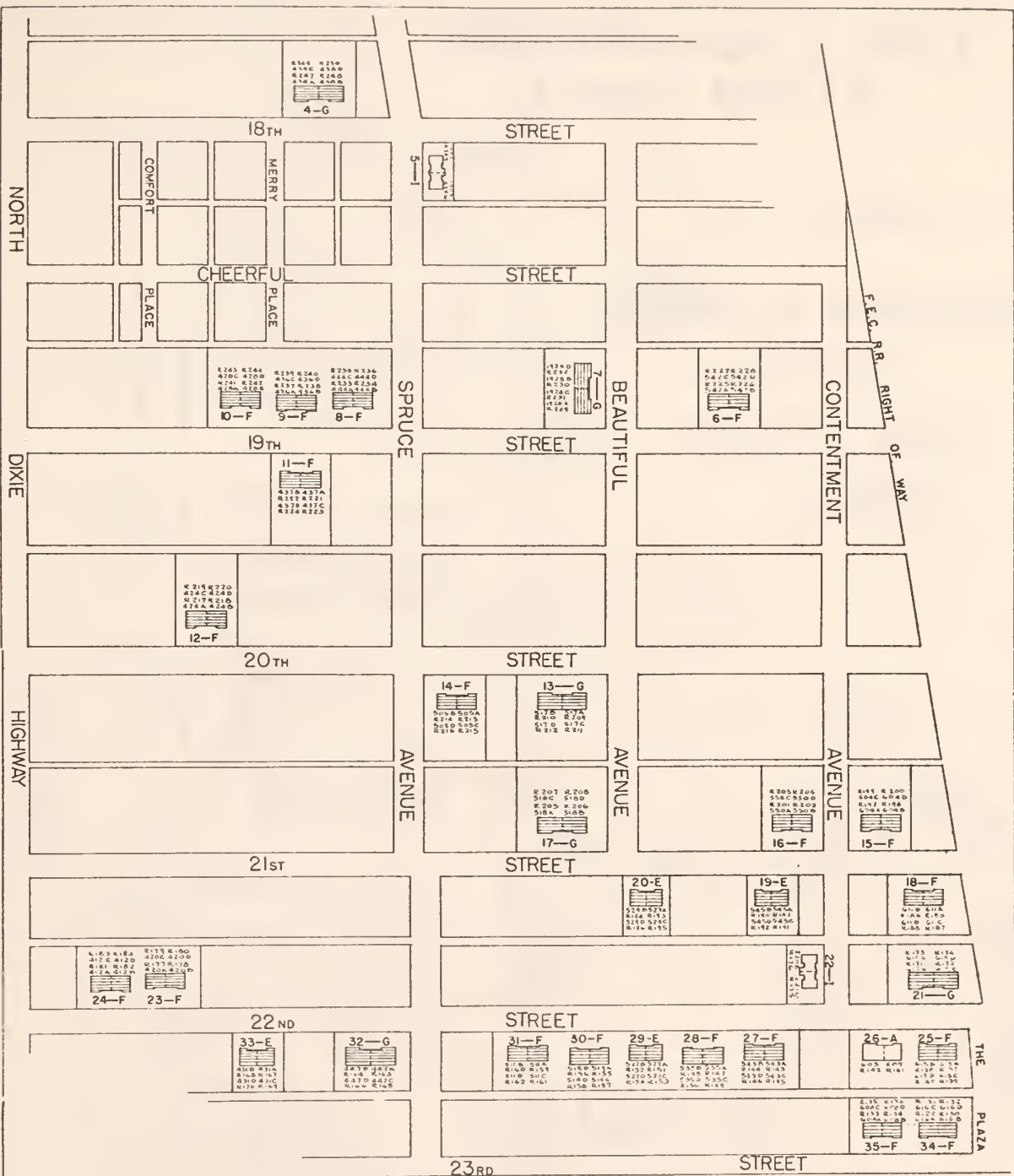
SOURCE: West Palm Beach Housing Authority, 1980.

PUBLIC HOUSING SITE: TWIN LAKES

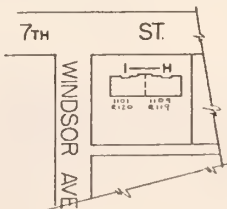
N



A U S T R A L I A N A V E N U E



PUBLIC HOUSING SITE: PLEASANT CITY



SOURCE: West Palm Beach Housing Authority, 1980.

PUBLIC HOUSING SITE: DYSON CIRCLE



SOURCE: Palm Beach County Housing Authority, 1980.

PALM BEACH ROAD

OAK COURT

JASMAN COURT

HIBISCUS COURT

ILEX COURT

ILEX STREET

**PUBLIC HOUSING
SITE:
SOUTH BAY**

N

BELLE GLADE HOUSING AUTHORITY

Public Housing Site:

Osceola Center

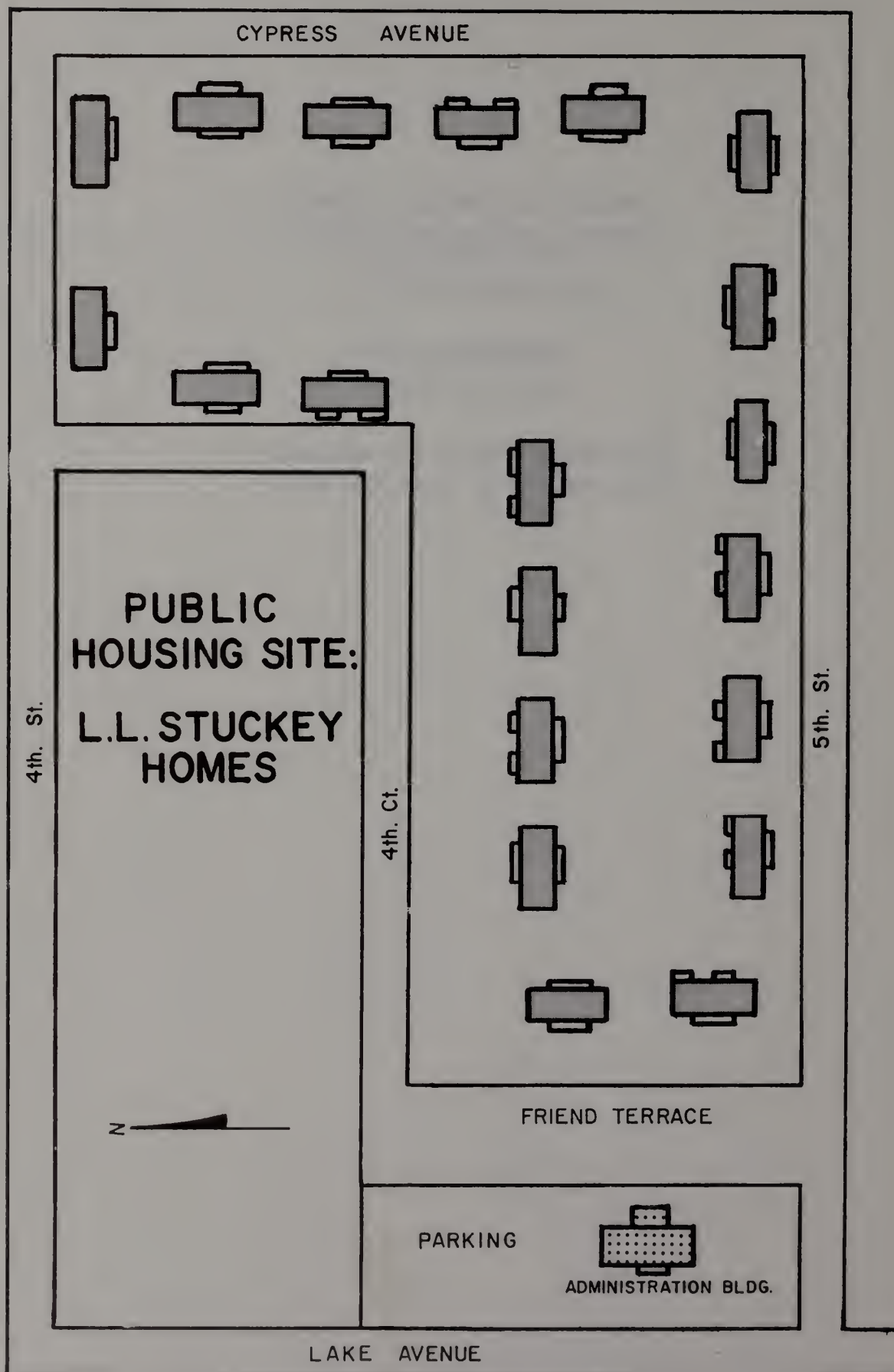
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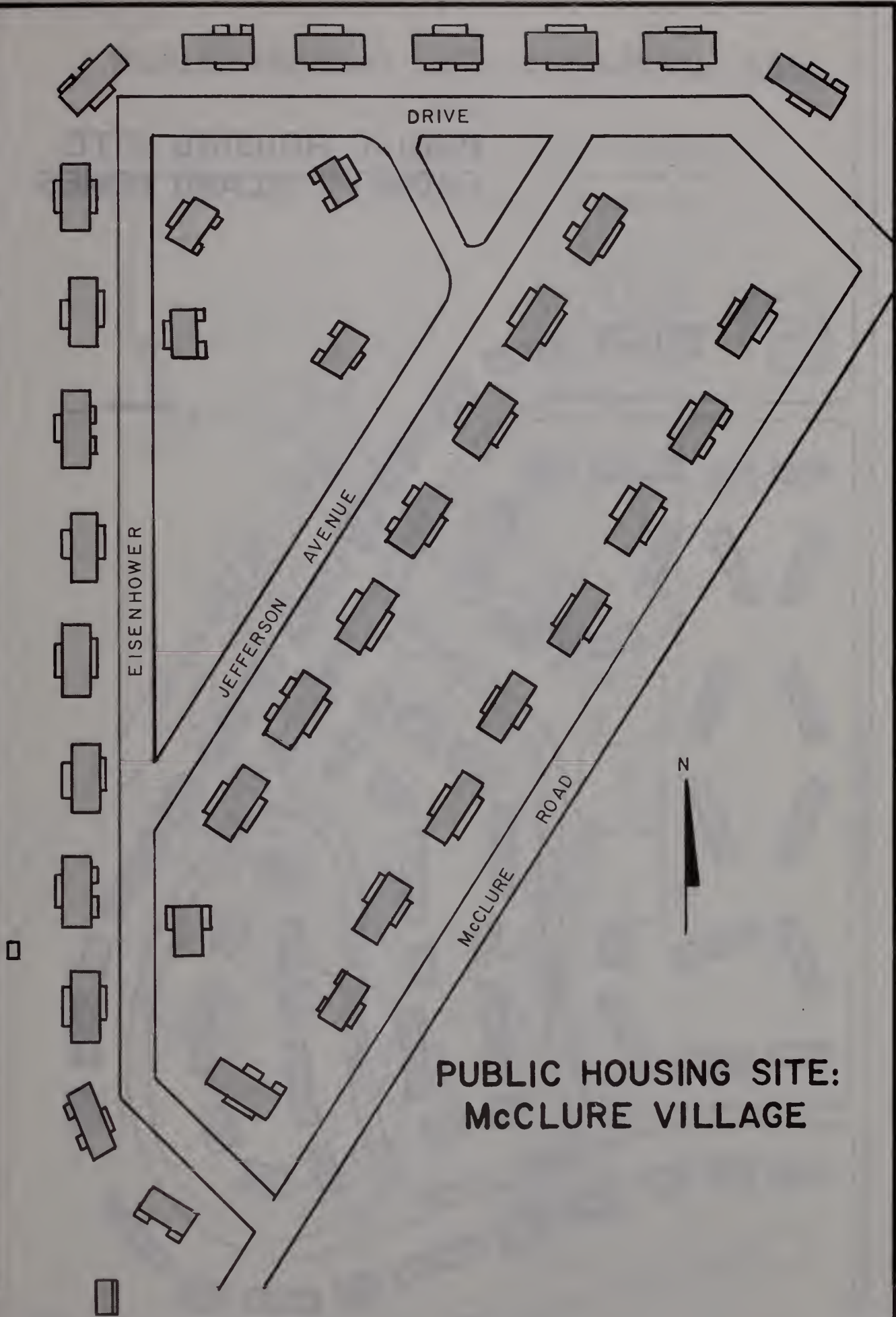
BELLE GLADE HOUSING AUTHORITY

Public Housing Site:

Okeechobee Center

(Site map currently not available)





**PUBLIC HOUSING SITE:
McCLURE VILLAGE**

PUBLIC HOUSING SITE: PADGETT ISLAND HOMES

COMMUNITY
CENTER



U.S. HWY. NO. 441

PARKING

WADDELL WAY

WHIDDEN WAY

PADGETT CIRCLE

PADGETT CIRCLE

PELICAN RIVER EAST FORK

PELICAN RIVER WEST FORK

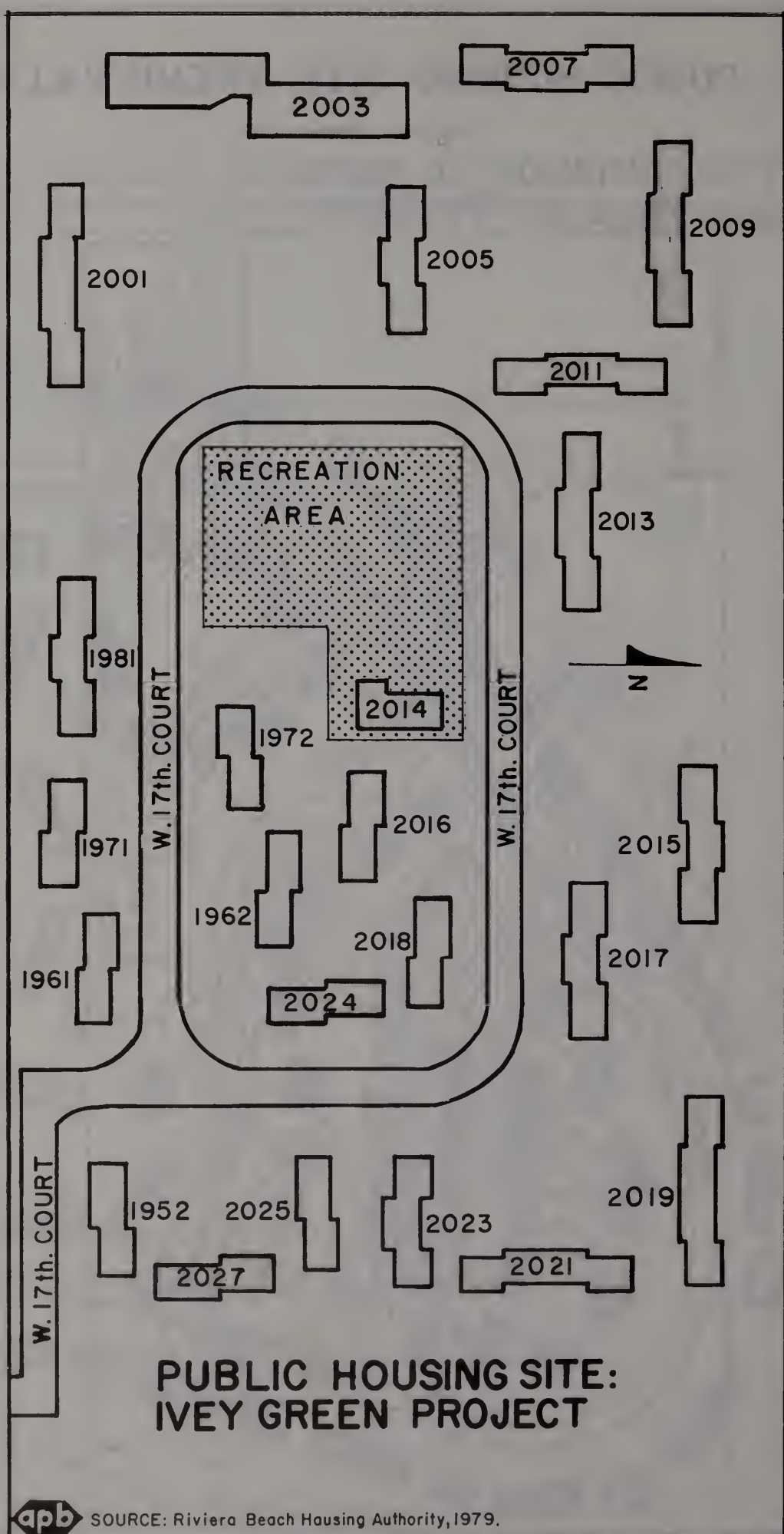


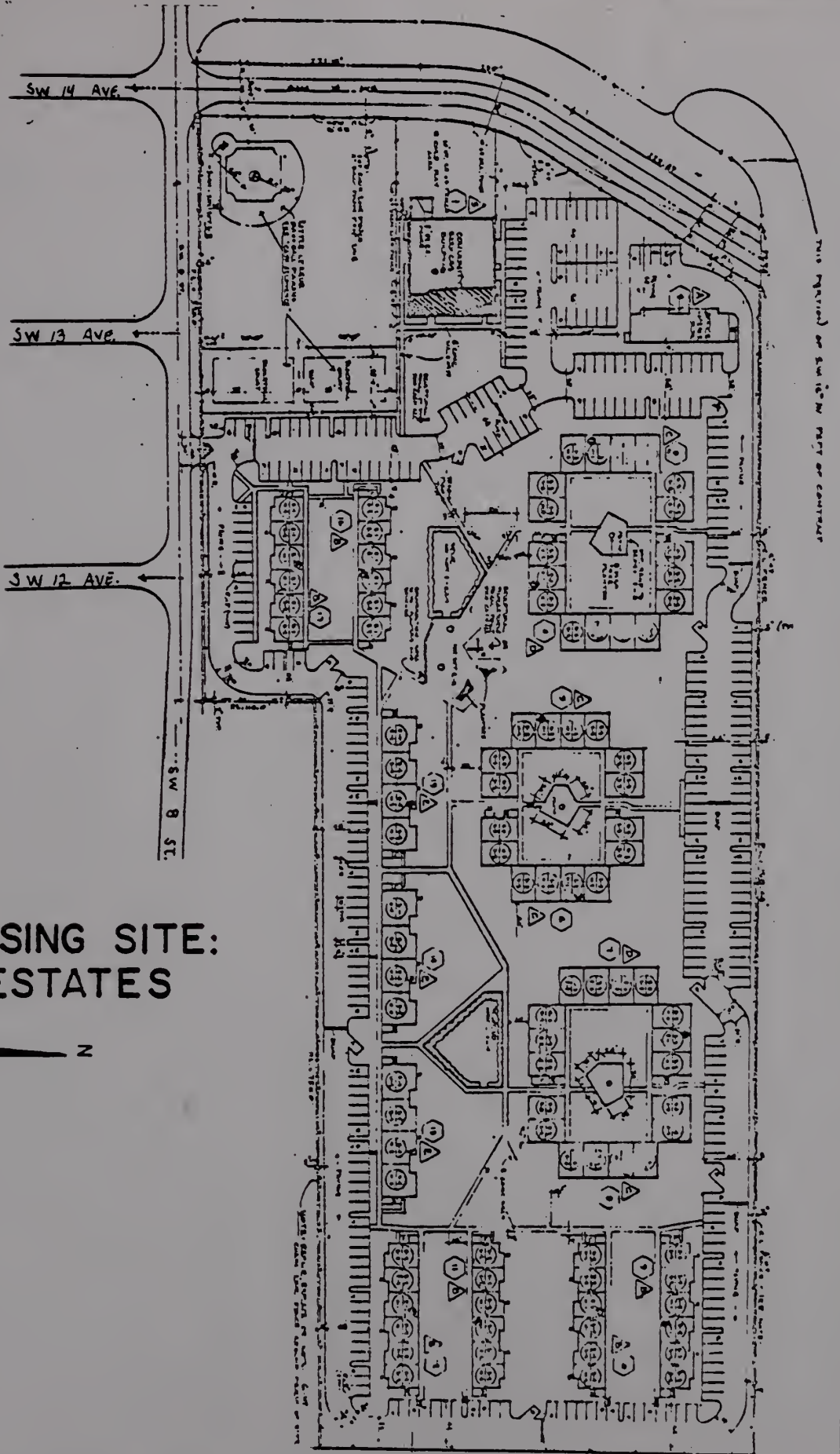
SOURCE: Pahokee Housing Authority, 1980.

FLORIDA STATE ROAD NO 15 (US HIGHWAY 901)



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PUBLIC HOUSING SITE: CARVER ESTATES



31262076680445